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ABSTRACT

The manual is intended to encourage vocational rehabilitation decision makers to expand application of technical assistance (TA) to enhance Westbrook provides guidelines on planning TA, setting goals, selecting participants, developing the TA plan, determining measurable outcomes, involving the community, providing for information exchange, assessment, determining cost effectiveness, and managerial involvement. The third chapter, "Planning Technical Assistance," developed by Diane Oonk and David Mank, offers a framework for reviewing responsibilities, identifying specific issues, pinpointing causes, specifying needed changes, identifying approaches, and identifying sources. Chapters IV and V, by Esther Fergus and Joseph Marrone, are titled, "User's Guide: Preparing for Technical Assistance" and "User's Guide: The Process Itself." Stressed is that the TA process needs to be values based, that its purpose is the delivery of better services to the agency's primary consumers, and that identifying a need for TA is not an admission of incompetence. The final chapter, "The Future is Here", by Chris Mason, notes changes that are occurring, advances for people with disabilities, and service delivery factors. Most chapters include references. (DB)

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SIXTEENTH INSTITUTE ON REHABILITATION ISSUES

THE PROVISIONS OF TECHNICAL ASSISTANCE FOR VOCATIONAL REHABILITATION

RESEARCH AND TRAINING CENTER

UNIVERSITY OF WISCONSIN-STOUT
STOUT VOCATIONAL REHABILITATION INSTITUTE
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OCTOBER, 1989

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Report from the Study Group on

The Provisions of Technical Assistance for Vocational Rehabilitation

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MYTH

Meaningful technical assistance must be provided by an outside resource.

ACKNOWLEDGEMENT

Diversity of thought, persistence, imagination, extensive expertise, and diligence aptly describe the Prime Study Group members who tackled the subject of "The Provision of Technical Assistance for Vocational Rehabilitation."

The Prime Study Group was faced with a difficult assignment. They had a strong belief that "technical assistance" has a much broader role and application than it has enjoyed to this point. They felt that the need for technical assistance (TA) in the present and future of rehabilitation is much greater than what is occurring currently and what has happened historically in organizational problem resolution. The authors were also called upon to use all of their individual and collective experience and expertise to develop a useful document. Their goal was to produce a document that challenges the rehabilitation community to expand their imagination and beliefs about the value of technical assistance. Further, it was their goal to identify the application of TA within the rehabilitation process for the purpose of enhanced rehabilitation outcomes.

The primary audience for this manuscript is the rehabilitation manager, regardless of setting. However, the rehabilitation practitioner will find the book has extensive value to any organization or individual looking for improved outcomes in achieving their individual or organizational mission.

The Prime Study Group worked together to broadly outline the subject, identify the underlying issues, and develop the chapter outlines and chapter titles. The group was then divided into writing teams and assigned specific topical areas for first draft efforts. Upon completion, the first drafts were distributed back to members of the total writing group for review, critique, and suggestions. Following individual reviews, the Prime Study Group was reassembled for critique of each chapter. This refiner's fire was intended to challenge and improve the documents content and value preparatory to another writing of the document.

It was impressive to observe the members of the team accepting one another's suggestions and criticisms of their work. Certainly this activity was not without heated discussions, new insights, and changing perspectives. However, the activity was conducted in the spirit of team work and unity of purpose. The result of this high level professional interaction led to another round of rewrites of each chapter preparatory to a national IRI full Study Group meeting with broader membership who then provided a final critique of the document.

The National IRI meeting was the opportunity for documents to be reviewed by the general rehabilitation community and consumer groups. Their input and suggestions were most helpful and were used by the editing committee when it prepared the final draft of the book.

Each chapter in the book is a product of the above-described process. No one or two persons were totally responsible for all the thoughts and ideas discussed in a chapter. However, the chapter authors, while responding to the group's input, were the primary framers of the chapter content and deserve a great deal of credit for their efforts and the final product. Consequently, we would like to acknowledge the chapter authors here.

Chapter I on "Myths" was ably written by Ken Fleming, of the Pennsylvania Vocational Rehabilitation Agency, and Ted Thayer of the Texas Rehabilitation Commission. Chapter II, "Characteristics of Technical Assistance," was composed by Karl Botterbusch, University of Wisconsin-Stout and John Westbrook, Regional Rehabilitation Exchange, SEDL, Austin, Texas. Chapter III, "Planning Technical Assistant," was developed by Diane Oonk, New Jersey Association of Rehabilitation Facilities and David Mank, University of Oregon. Chapters IV and V, "User's Guide: Preparing for Technical Assistance," and "User's Guide: The Process Itself," was illuminated and written by Esther Fergus, Michigan State University and Joseph Marrone, Massachusetts Rehabilitation Commission. Chapter VI, "The Future is Here," by Chris Mason, National Association of Rehabilitation Facilities, was a solo effort with help from her friends.

A special debt of gratitude is owed to Sue Durban, illustrator with the Media Department of the Texas Rehabilitation Commission. Although not a member of the writing group, she developed and made the initial drawing of the cartoons used in the publication. It was her creativity and our hope that these bits of humor will help the reader digest the content of the chapters.

The final thanks for this effort must be accorded to the editing committee. Based on the final comments of the Prime Study Group and the National Study Group, they were faced with the final refinements of the document. It became their responsibility to weave the final ideas and thoughts from the above-cited groups into the document where judged appropriate. These persons were Ken Fleming, Pennsylvania Vocational Rehabilitation; Joseph Marrone, Massachusetts Rehabilitation Commission; Larry D. Smith, Idaho Division of Vocational Rehabilitation, Chairperson; and Dave Corthell, University of Wisconsin-Stout, IRI University Coordinator and final editor.

TO ALL OF YOU, A HEART-FELT THANKS.

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MYTH

Technical assistance solves all problems.

CHAPTER I

INTRODUCTION

Myths

Myths seem to be an inevitable by-product of human endeavor and certainly technical assistance (TA) in the field of rehabilitation is no exception. They are typically contrary to reality and may adversely impact the effective use of the resource. Among the more common myths related to technical assistance are the following.

> Meaningful technical assistance must be provided by an outside resource.

The "tongue-in-cheek" description of an expert as being "...someone who is at least fifty miles from home and has slides," speaks to this myth. While outside resources are often excellent sources of technical assistance, needed expertise in a given area may be available from other departments or individuals within the organization or in the local area. Distance from the source is not necessarily a measure of the quality of the technical assistance.

> Technical assistance is a panacea for problem resolution.

This myth implies that technical assistance in and of itself is an easy answer to problem resolution. In fact, technical assistance is a tool for acquiring additional expertise or information regarding an issue. The information acquired must be considered in the proper context of issues impacting the problem and its resolution. Ultimately, it is the user who must decide if the technical assistance will resolve the problem and should be instituted.

> The effectiveness of technical assistance is directly proportionate to cost.

Cost is merely the price agreed upon by the purchaser and provider of technical assistance. It does not necessarily equate to the effectiveness of the service. Frequently, very inexpensive technical assistance is of great value.

Organizations are providers or recipients of technical assistance but not both.

In fact, many organizations are both providers and recipients of technical assistance, depending upon the issue. For example, a state vocational rehabilitation agency may be a recipient of technical assistance in the development of an effective rehabilitation technology program. At the same time, that agency may provide technical assistance to a consumer group attempting to develop personnel policies for a new independent living center.

Technical assistance provides theoretical not practical solutions.

Technical assistance may be theoretical, practical, or both. The characteristics of the technical assistance depend largely on the issue, how the questions to be answered are structured, and how the outcomes will be measured. In most technical assistance, there is a blend of philosophy, theoretical discussion, and practical solutions offered. If practical solutions are what is required than that is what should be contracted for and delivered by the technical assistance provider.

Technical assistance is only problem-centered.

While much appropriate technical assistance is centered upon problems that have been identified, technical assistance may also be utilized in planning and program development to avoid problems. A common technical assistance is future oriented as it looks at how an agency might accommodate new programs or services in the next few years.

Technical assistance is only meaningful at a designated time in a project's development.

Obviously, there are times in the development of a project, that technical assistance is needed and can be extremely effective. However, technical assistance may, in fact, be needed at any time in the development of a project depending upon the issues involved.

Technical assistance providers have little or no investment in the outcome of their assistance.

The opposite is more often true. Providers of technical assistance often have considerable investment in the outcome of their assistance. In addition to the issues of professional integrity involved, providers who intend to provide additional technical assistance in the future with the organization in question or with other related organizations need to establish a track record of outcome effectiveness. Astute providers of technical assistance are often well aware of the importance of references, both formal and informal, from previous recipients of their service. Consequently, those who frequently provide technical assistance will evaluate the outcome of their services. Recipients of a TA, when they have strong feelings, should provide both positive and negative feedback to the provider. This should include how they believe the TA could have been improved in its delivery and acceptance.

Utilizing technical assistance is an admission of failure.

Given the current complexity and rapidly changing nature of society in general and the rehabilitation movement in particular, no organization can be completely expert or up-to-date in every facet of their activities. Consequently, virtually all organizations are in need of some form of technical assistance from time to time. In fact, there are groups that have developed which have identified as their role the provision of technical assistance to organizations who are primary providers of technical assistance to other organizations. Instead of an admission of failure, acquisition of appropriate technical assistance is a manifestation of progressive and forward thinking managers. They are the persons who are committed to maintaining a high-level of efficiency in the organization. They want to keep their agency on the cutting edge and ahead of the pack.

Technical assistance is an expensive luxury.

In reality, appropriate technical assistance can be a cost-saving activity. In many instances, appropriate, timely technical assistance can avoid expensive mistakes and cause the organization to operate in a more cost-effective manner over a long period of time. For example, in business and management activities, it is often easier for an outsider to spot duplication of effort that is not easily seen by insiders. Even seemingly expensive technical assistance consultations can help an

agency make decision that are cost-saving in the long run. For example, before a purchasing decisions like acquiring a new computer system, an expert can provide advice regarding compatibility, the type needed, and the necessary capacity that will be needed in the future, thus avoiding potentially costly mistakes.

> Technical assistance providers must have advanced degrees. The number of letters behind the name is in direct proportion to the quality of the TA.

As with all myths, this one is both true and untrue. In certain areas, advance degrees are necessary to gain the proper skills to provide the TA. Research methodology, new medical information, certain business skills are examples where academic credentials are associated with the required technical assistance. In many areas degrees are, at best, tangentially related to the skills and knowledges required. For example, excellent help in developing job placement programs, record keeping, and development of recreation programs assistance may best be provided by persons with hands-on experience rather than academic credentials. Often, the best technical assistance is provided by persons with both specific training and direct day-to-day experience in the area of expertise sought.

Definition

Technical assistance has been defined in a number of ways but it is usually thought of as the provision of specialized knowledge or information concerning a given issue or problem area. For the purpose of this document, technical assistance is defined as:

> A process for obtaining general and/or specific expertise for the purpose of initial and on-going program evaluation, planning, development, and management. It may provide or follow specific problem identification. Its purpose is aimed at problem resolution or development of a method of resolution. Effective technical assistance encompasses a range of approaches to meet the user's needs including the following:
>
> - Internal, external, and on-site consultation.
> - Information sources including written materials, computer data bases, and self-improvement literature.
> - Group training activities.
> - Resource groups and advisory committees.
> - Networking activities through peer contacts, telephone communications, and conferences.

- Identification of future technical and other changes which will impact on programs.

Audience

The primary audience for this IRI document is decision makers in rehabilitation. It is designed to serve as a technical assistance resource guide for a wide variety of managers and other professionals in rehabilitation. Others who will find this information helpful are decision makers in: Rehabilitation Facilities; Private Sector Providers; Independent Living Rehabilitation Programs; Community-based Employment Programs; Consumer and Advocacy Organizations; University based Rehabilitation and Professional Preparation Programs; Rehabilitation Research and Training Centers; Rehabilitation Engineering Centers; and other organizations. Periodically this document will discuss technical assistance as a valuable resource for rehabilitation practitioners in state agencies and rehabilitation facilities. This is done from the perspective that technical assistance can serve as an effective tool to positively impact the quality of rehabilitation service delivery and to enhance the development of innovative programming models to meet the needs of persons with severe disabilities.

Purpose

Today, there is a clear trend toward greater complexity in the management and delivery of vocational rehabilitation services. Effective managers, in dealing with the issues accompanying this trend, will recognize and utilize technical assistance in program planning, program development, and as a means to achieve program improvement. These managers use technical assistance to enhance service quality, while reacting to the need for even greater accountability. Managers, to be successful in this environment, must move beyond the myopic view that technical assistance is always reactive and problem-centered and accept this resource as a proactive agent to effect broad program change and improvement.

This document is designed to provide decision-makers with specific information and practical guidance for utilization of technical assistance including:

- Identification of the need for technical assistance.
- Locating the best resources to provide technical assistance services.
- Achieving the maximum return from technical assistance.
- Evaluating the effectiveness of technical assistance in meeting the user's needs.

Furthermore, effective utilization of technical assistance resources,

as will be elaborated on later in this document, is based on the assumptions that:

- Technical assistance should be a proactive on-going approach rather than a one-time service.

- Technical assistance has merit in contributing to the design of new and innovative service delivery modalities. It also has the capacity to support and enhance the quality of services to consumers that are provided through existing or improved service programs.

- There are clear applications for technical assistance at all levels within rehabilitation programming. It can serve as an effective tool for managers in directing rehabilitation programming while simultaneously serving as a tool for rehabilitation practitioners to positively impact service delivery.

History and Development

The extensive use of consultation and external expertise as a means to achieve product and/or program development and problem identification, analysis, and resolution has been a long-standing practice in the private sector. In vocational rehabilitation the formal origin of this practice, referred to as technical assistance, can be traced to the 1965 Vocational Rehabilitation Amendments. Technical assistance, as established through these amendments, was focused primarily on the needs of rehabilitation facilities. Essentially, this early RSA Technical Assistance Program was designed to meet facility needs for consultation in specific areas such as facility administration, facility operation, program development, and program evaluation. On-site consultation was the principle method of technical assistance through the RSA funded program.

The RSA Technical Assistance Program was reauthorized and expanded in scope in the Rehabilitation Act of 1973 and continued to be directed toward the provision of on-site consultative services to rehabilitation facilities. This legislation reaffirmed the importance of technical assistance as a tool for service providers to employ in meeting the needs of severely disabled persons. The program, as established in the Rehabilitation Act of 1973, was administered through each RSA Regional Office. The technical assistance model relied upon the rehabilitation facility to identify the need for external consultative services. The RSA Regional Office maintained a roster of consultants and areas of expertise and arranged for technical assistance consultation on behalf of the service provider/rehabilitation facility. The consultant would then visit the facility for purposes of problem identification, analysis, and to recommend strategies for problem resolution. Each consultant, as a part of this program, was required to prepare an action plan for facility implementation. It was assumed that, after implementing the recommendations of the consultant, the facilities

would have increased capability to provide services to individuals with disabilities.

Technical assistance continued as a significant support service to rehabilitation facilities through 1981 when this authority was removed from the federal rehabilitation legislation. However, technical assistance, through the regional RSA office, had all but ceased due to lack of funding well before that time. Recognizing the need for this critical service, the 1984 amendments to the Rehabilitation Act reestablished the provision of technical assistance as a part of the training authority. RSA funded technical assistance is currently provided as a training component and included as a segment of the services provided by RCEP's.

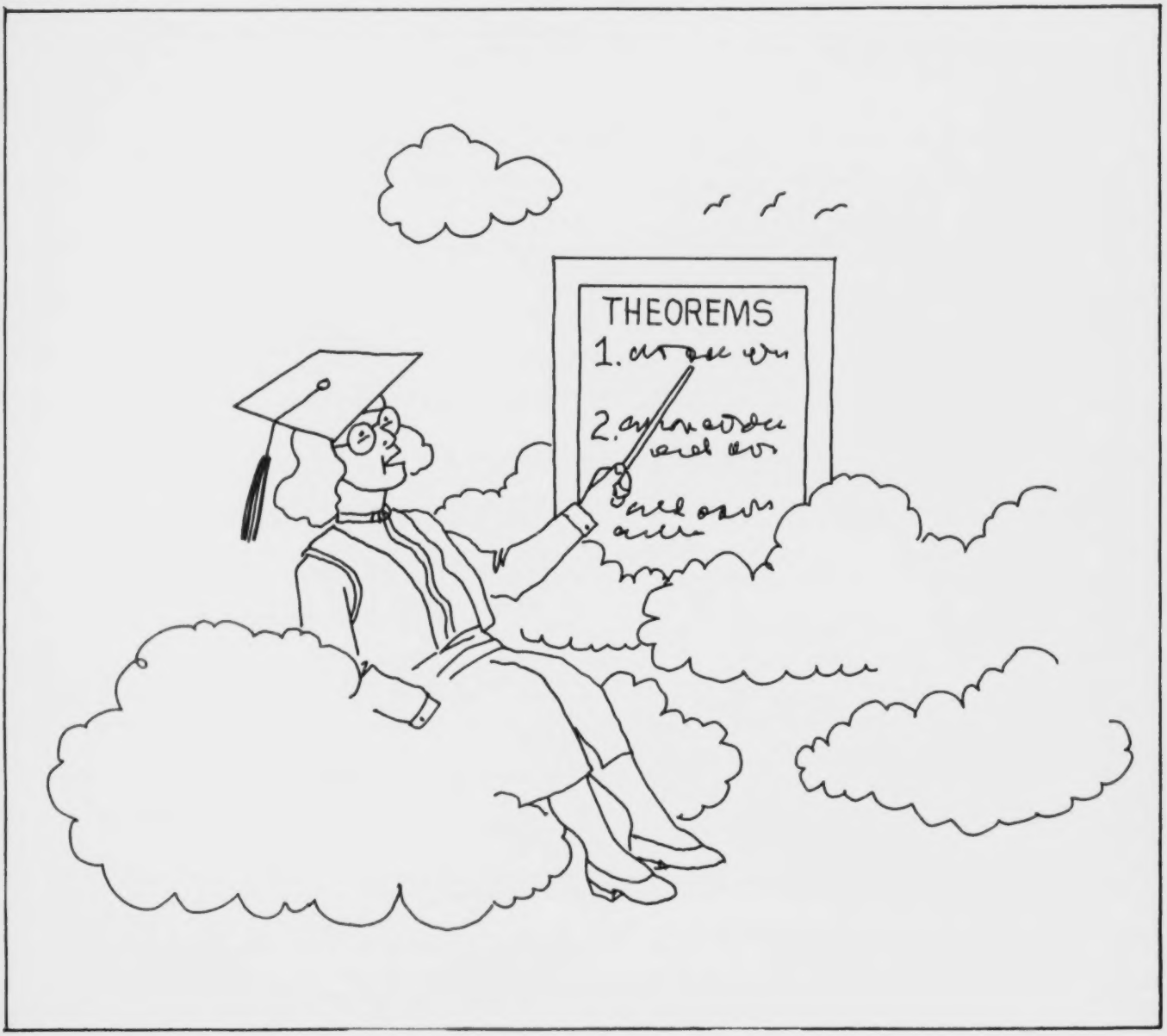
Current Perspective

There has been a clear trend in rehabilitation toward developing programming to provide services to persons with severe disabilities and multiple service needs. In the state-federal rehabilitation program, independent living services and supported employment serve as examples of service delivery systems specially designed to meet the special rehabilitation needs of this population.

This expansion of rehabilitation programming beyond traditional vocational rehabilitation services, the more active role of consumers in program development and service delivery, have broadened the scope of technical assistance beyond the historical facility perspective described earlier in this section. Technical assistance needs today are therefore increasingly complex and call for the inclusion of a multi-disciplinary approach in meeting service needs and addressing the demand for greater accountability within the rehabilitation community.

In recent years, the rehabilitation community has become increasingly aware of the significance of technical assistance contributions from external sources such as business and industry, trade associations, personnel and management associations, labor unions, as well as colleges and universities. Simultaneously, there has been an inclusion of nontraditional disciplines in the development of rehabilitation programming and the delivery of rehabilitation services to consumers. Professionals from a multiplicity of fields including communications, engineering, computer technology, marketing and legal services provide valuable technical assistance contributions to the rehabilitation community. This is viewed as a positive trend and one that will be increasingly important in the future as the complexity of rehabilitation programming increases to meet the needs of consumers.

MYTH



Technical assistance provides theoretical, not practical solutions.

CHAPTER II

CHARACTERISTICS OF TECHNICAL ASSISTANCE

A description of the characteristics of useful technical assistance will assist the reader in evaluating their current or future use of such a process. Each of these characteristics is summarized on a continuum presented at the end of each section. The purpose of each continuum is to emphasize that desirable technical assistance is not a single dimension but rather it should be carefully and individually planned. First of all, it should be based on the realistic organizational needs built around practical goals. When planning technical assistance, it is best if all staff affected, regardless of their position in the organization, are involved. The resulting written plan is used to document the technical assistance process and to insure agreement among the parties. Efficient technical assistance plans will include measurable outcomes and may provide for appropriate community involvement and participation. Ideally, all parties involved in a technical assistance process will agree on the purpose and methods of technical assistance. However, this may be difficult to achieve when individuals bring their personal or agency agendas to planning meetings.

When implementing and monitoring technical assistance, it is important to remember that technical assistance is an ongoing process that often involves several methods: group event, networking, resource groups, individual consultation, and/or information resources. Technical assistance in mission and future oriented agencies is not a one-time event. Technical assistance is provided within the context of the organization and specific units within that organization. Periodic assessment based on both values and data is required.

Regardless of the methods used, a quality technical assistance process has the following general characteristics:

- Organizational values are consistent with any changes incorporated.
- Process and results must be practical in terms of cost effectiveness, timely administration, and management involvement.
- Organizational flexibility must be demonstrated in reaching goals.
- Results must be perceived as meeting the unique needs of the organization.

- A variety of approaches, including technical assistance, must be involved in an organization's strategy for achieving its goals.

Introduction

Why should you be interested in the characteristics of technical assistance (TA)? If you know and understand a series of characteristics that apply to technical assistance, you can be a better planner and participant in the TA process. In addition, knowledge of characteristics of technical assistance can be valuable in problem-solving activities should technical assistance plans fail to reach their intended outcomes.

Although technical assistance exists within a wide variety of contexts and organizations, each technical assistance action involves making decisions about the nature of the need, the identification of the correct target audience, the type(s) of appropriate assistance, and the desired outcome. Although each technical assistance contact is different, they can be described on a continuum.

The characteristics of effective technical assistance presented for your review range from general to specific characteristics dealing with planning, the organizational context, and implementing and monitoring of TA activities and outcomes. Each attribute is coupled with a range of descriptors that identify the less desirable and the more desirable "ends" of the continuum. This is done in recognition of the fact that technical assistance is a fluid term referring to a process that, hopefully, results in specific desired outcomes.

In this chapter the persons involved in the technical assistance process are usually considered the "giver" and "receiver" of technical assistance. Although this simple dichotomy was used for the purposes of clarification, the same organization can be both a provider and receiver of technical assistance. For example, a state vocational rehabilitation agency may provide assistance in establishing an independent living program while at the same time receiving technical assistance on data management.

Planning Technical Assistance

There are wide variations in organizations serving persons with disabilities. Consequently, these characteristics of the planning process are presented generally so as to apply broadly to the technical assistance process. Each characteristic is accompanied by text that provides more detail about the characteristic.

Needs-Based

Effective and efficient technical assistance planning is developed, based upon identified needs within a specific organization, program, or community. According to Taylor (1986), networking and

technical assistance must be based on a careful definition of user needs. The organization must differentiate between "wants" and "needs." "Wants" are idealistic and often represent a form of organizational wish-fulfillment and, as such, they must be carefully redefined into "needs." Within the scope of these planning documents, "needs" are the resources required by the organization to meet their stated values and goals. "Needs" can be financial resources, program development and change, staff skills and motivation, or assistance from the community.

There are two starting points in defining needs. Prior to requesting technical assistance, the organization can carefully study it's perceived needs by comparing present functioning and programs with needed changes in values and goals. The organization, thus, studies itself. This self-analysis requires objectivity and self-criticism in a nonthreatening manner. Part of a self-analysis should involve determining the difference between the ideal and the practical.

Another part of this self-analysis includes a planned needs assessment. This needs assessment is based on what can realistically be accomplished during the technical assistance period. Technical assistance that is based on a formal needs assessment helps to ensure technical assistance goes beyond a quick-fix, one-time activity. Formal needs assessment assures that TA is an ongoing process. If an accurate needs assessment cannot be performed, a strong chance exists that the entire technical process will be skewed from the beginning. This results in a waste of human and financial resources.

Some organizations are not capable of objectively determining their needs. Agencies sometimes have only a vague feeling that something is wrong or that the rest of the rehabilitation world is passing them by. In such a situation, a technical assistance consultation may be needed just to establish specific needs and goals.

For example, one of the authors of this chapter recently spent three days assisting a large facility revise its vocational programs, especially its vocational assessment program. During the three day technical assistance visit, half of the time was spent discussing the organization's traditional role in the community, defining its current role, the value of community-based employment, and the place of assessment within the agency's programs. Values and goals clarification was difficult. There were considerable gaps between the perceived goals of administrators and those of direct service staff and first line supervisors. Prior to this values clarification, the agency had only a diffused awareness that something was seriously wrong.

Less Desirable	More Desirable
Plan for technical assistance developed upon one person's needs.	Entire organization's needs considered in the planning process.

Realistic Goals

Mission and goals should be written to reflect what the organization really does. Part of an organization's prerequisites, in the planning for technical assistance, should involve critical review of its mission and goals. Gaps between stated and actual goals should be determined. In addition to determining this difference, the organization needs to determine if goals apply to the entire organization or only to various units within the organization. Because goals reflect and direct the work of the agency, they should be agency-wide. However, the process of implementing these goals may differ within each unit. For example, a large rehabilitation agency in the Twin Cities of Minneapolis and St. Paul, has an overall goal of community employment and integration. To accomplish these goals the organization operates a variety of transitional and supported work programs. Although the supported employment programs have different objectives than do the transitional employment programs, the objectives of each program reflect the goals of the entire agency. As will be discussed in Chapter III, technical assistance should focus on the goals of the unit receiving the assistance; but these goals should be consistent with those of the parent organization.

When planning a technical assistance activity, determine what can realistically be expected from technical assistance. In some cases, it is expected that technical assistance will solve all the organization's problems. This is, of course, neither realistic or feasible. In order to bring together the organizational context (i.e., mission, values, personality, goals), with the "expertise" of the technical consultation, significant planning is required.

Less Desirable	More Desirable
Only goals for entire organization are included in plan.	Goals for target unit and entire organization are integrated in plan.

Appropriate Participants

When providing technical assistance the importance of staff involvement, at all levels affected, cannot be overstated. Agency staff provide and manage the organization's services. Staff changes in values and behaviors must occur before any form of technical assistance can change the provision and management of those services. Changes are best achieved when both staff and management are involved in the process. Although one staff person may provide the ideas and motivation to promote significant programmatic changes within the organization, both management and staff must put the changes into effect.

Part of the technical assistance plan should identify the type, number, positions, and responsibilities of staff involved in each

specific activity that is affected. Too often, only those staff with direct hands-on responsibilities for specific actions, are involved in technical assistance activities. It is important to identify and involve supervisory and managerial staff, as well as direct service staff, in the goals of the technical assistance plan and related organizational goals.

Less Desirable	More Desirable
Involvement of direct service staff only.	Administrators, managers, and direct service staff involved in activities.

Direct Service Staff <--Versus--> Management

A conflict between direct service staff and management can occur when direct service staff want to make significant changes but can not enlist the support and approval of management. Conflict also occurs when management's efforts toward changes are frustrated by staff. Direct service staff are more likely to have a realistic grasp of consumer needs and practical ways of addressing those needs. The same may be true of consumers and advocates. However, managers should see the big picture which includes such factors as political climate, resources, personnel capabilities, and other issues.

Staff frustration occurs when consumer needs are either not seen by management or when management is not aware of alternative service delivery methods. When change comes that has a potential for alleviating the problem, they have an incentive to make the change. On the other hand, direct service staff may not be aware of the overall issues impacting on the organization's structure and effectiveness. Direct service staff may have difficulty seeing beyond the "nuts-and-bolts" of daily program operation.

On the other hand, negative staff reactions are almost certain to occur if management imposes changes on direct service staff, without offering an explanation and opportunity for input. Management imposition of major program changes, without sufficient discussion and planning with staff, gives the impression that these staff are not doing their jobs, consumers are not being helped, and that staff have made major mistakes. While management has the power to impose changes, this management style results in low morale, decreased motivation, suspicion, and higher turnover rates, especially in entry level positions.

Less Desirable	More Desirable
Management dictates changes that will occur.	Management involves staff in shaping changes for implementation.

Documentation of the Plan

The technical assistance process should involve the development of a written plan. An unwritten plan is subject to misinterpretation and misunderstanding. The written plan should include the specific goal(s) and objective(s) of the technical assistance as well as dates, times, places, and persons to be involved. Any understanding involving the financial aspects of the activities are included and the written plan is signed by representatives of the group(s) involved.

The written plan also includes information concerning the purpose of the technical assistance, the background of the organization relating to the planned technical assistance, who is involved, and what is the expected outcome. Many consultants also like to review mission statements, program descriptions, marketing materials, sample report forms, and the like to get a feel for the agency. Armed with this background, the consultant can begin to think about possible solutions, plan her or his time, and determine who should be involved in planned activities. This information increases the cost-effectiveness and efficiency of technical assistance activities; it also prevents serious misunderstanding concerning the purposes and desired outcomes. If a broker is involved, the written agreement provides a monitoring device, one means for documenting progress in the TA process. If technical assistance is a continuing process, a written agreement prior to each specific activity provides an easy way to follow the agency's progress as it copes with new issues.

Less Desirable	More Desirable
Unwritten plan of technical assistance activities.	Written plan addressing the specifics of scheduled activities and signed by major parties involved.

Technical assistance planning must have the agreement of all involved in the process. The overall purpose of the technical assistance plan is to avoid misunderstandings. It should make known the specific responsibilities of the persons involved in the agreement. In most instances, it will be desirable to develop a written plan identifying each responsibility and responsible person/organization.

Obtaining written agreement, from all parties, indicates their common understanding can be accomplished by having all parties sign the document. The plan should detail major points, goals/objectives, participants, and funding responsibilities. If any party disagrees with the plan, they may likely have difficulty in accomplishing the overall purposes of the technical assistance activity (See Chapter IV for details.).

Less Desirable	More Desirable
Verbal, not detailed time-specific agreement.	Written agreement signed by all parties detailing the who, what, when, where, and how much of the technical assistance.

Interactive Development of Plan

Plans are more apt to achieve their objectives if they are interactively developed. The persons involved in the technical assistance activity and those charged with the responsibility of acting upon the results of the technical assistance activity should collaborate in its development. This approach to the planning process will invest direct-level staff, managers, supervisors, and administrators in an effort to determine the desired outcomes accomplished through the technical assistance process. Time spent in this type of planning process ensures that all participants influenced the overall plan. In short, an interactive developed plan will more likely meet the needs identified.

Direct service staff, from inter-related programs, may meet together, unless actively involved only in planning, and begin to make program decisions or at least chart new directions. While this often provides for good informal working relationships, changes in the organization need to be discussed by representatives from all units within the organization. Just as goals and values should reflect the entire organization, preparation for technical assistance should involve persons from all units involved in the process. However, each unit does not have to participate to the same degree.

Less Desirable	More Desirable
Technical assistance is planned by management for direct service staff.	Technical assistance is interactively planned by an organizational cross-representative sample.

Measurable Outcomes

The purposes of technical assistance are to change attitudes, behavior, and/or outcomes within an organization so that persons with disabilities can improve their lives. There must be ways of measuring this change. Changes need to be measured over fairly long periods of time because program changes can take several months or longer to achieve. Program changes do not instantly change behaviors and outcomes. This means that changes produced by technical assistance should not be measured only once, typically a short-time after a technical assistance activity occurs. Program evaluation and data collection strategies need to be included in the design of new or changed programs; this means determining long-term overall changes in terms of specific attitude, behavior, and/or outcome levels.

The plan should identify the way in which all parties can determine if technical assistance was successful. While these outcomes do not have to be immediate (e.g., at the time a technical assistance consultant is on the premises), the outcomes should be measurable and specific so that one can readily tell if the outcome occurred or not. Even activities aimed at attitudinal changes can be evaluated in measurable behaviors that indicate some change in attitude. The more measurable the outcome specified, the clearer the type and quantity of information collected becomes in determining accomplishments. Specification of these measurable outcomes, early in the technical assistance process, helps assure that they are met by drawing attention to them.

When program change involves direct client services, measurable outcomes should identify objective criteria for determining program success from the consumer's perspective. For example, in supported employment, these program success measures may include: paid work hours, qualities of the work setting, gross earnings, integration, and client characteristics (Walker & Associates, 1988). Outcome data needs to be collected over a sufficiently long period before the success of the program can be determined. In addition to determining program success or failure, evaluation data are used to make program changes. The inclusion of this feedback loop is considered a critical component to program success.

Although part of the receiving organization's and giver's obligation is a plan for measuring outcomes, the length of time between setting-up the system and the analysis of data can be considerable. Thus, the parties involved in technical assistance may not have immediate objective feedback on the effectiveness of the technical assistance. Because each organization requires feedback to effectively chart its own success, this is a problem for the giver, receiver, and technical assistance broker.

If the receiving agency has collected and analyzed data on present and previous programs, they should have little problem continuing this practice after program changes. Measurable outcomes help focus the attention on the program's purpose and direction. If the major outcomes, for example, are number of hours worked per week, hourly

wages, and degree of social integration, it is easier to focus on the program's goals and desired outcomes.

Less Desirable	More Desirable
Unspecified outcomes allow assumption of success/failure based on short-term, past-event assessment	Measurable outcomes identified before activity is begun and the type/method of long term data collection determined.

Community Involvement

The definition of "community" is largely prescribed by the organization and those it serves. Although geographical boundaries are almost always considered, "community" also implies the client and employer populations served. For example, a small facility in northern Wisconsin serves the needs of most persons with severe disabilities and many employers within a two county area. In an urban area, a facility, for example, may only serve a community of persons with mental retardation and employers primarily within the packaging and food services industries. Most organizations operate within a definable community. When changes are anticipated in service delivery, which affects service delivery within the community, representatives of this group should either be involved in planning technical assistance or be provided an opportunity to respond to the technical assistance plan.

Finally, this definition of community also means that the community can change with program changes. In other words, an organization could have three major programs and each of these could involve a separate community. Through the involvement of these defined communities in the planning, organizations can determine the opinions of these groups on relevant topics; their involvement can also provide possible solutions. Involvement of the group(s) served in the planning process will help the plan to address an identified need of the organization or community as a whole.

Consumer and advocate involvement prior to and during technical assistance is especially important. Consumers should be an integral part of the planning and process, treated as real partners, and not just included for political or funding reasons. Full involvement means that they have an opportunity to review program records, program evaluation data, funding information, and programs procedures.

Less Desirable	More Desirable
Limited or one-time organization/community information-sharing in planning process	Open, ongoing and integrated relationships between the community and organization in addressing identified needs.

Positive Orientation

Some individuals believe that in using technical assistance they are admitting to a problem they can not solve themselves. As stated previously, technical assistance does not necessarily have to address a problem. It can flow from the perception that the organization can grow, improve, and do an even better job of realizing its stated outcomes through the continuing use of TA. If an organization uses this perspective on TA, the agency reinforces the fact that technical assistance is one more tool used to help the organization accomplish desired results. An organization's use of technical assistance does not indicate weakness, instead it indicates the opposite. It indicates that the organization is secure enough to open itself to the inspection and opportunities provided by an outside agent.

Less desirable	More Desirable
Organization only considered technical assistance problem is identified	Technical assistance is routinely used to stimulate growth, development and improvement.

Implementation and Monitoring Characteristics

The following section deals with the characteristics associated with effectively implementing and monitoring technical assistance. These characteristics describe the technical assistance process and provide a range of descriptors for each.

Ongoing Nature

Technical assistance is a group of activities that may be performed by an outside consultant, by staff within the organization, by individuals in the community, or by members of a particular consumer group. Technical assistance goes far beyond a one-day event when a special consultant is on-site; this method does not include the necessary ingredients for promoting organizational change. Technical assistance is not a segregated and separated event forcing the par-

ticipants to be tentative and unsure as to what will be done with the information.

When developing a new program or changing an older one, technical assistance can be provided at different times using different methods (see below). TA may be needed to help the agency develop the goals and values needed prior to starting the new program. Determining the community need for new programs and developing a program can also require outside help and information. Commonly, new or revised programs result in changes in job duties for staff. When these changes occur, present staff are often retrained; this may require technical assistance to help them gain the skills needed to perform the new duties.

Involvement of consumers, their families, and advocates in program development and operation is another potential place for technical assistance. After the program is operational and program evaluation data collected, its effectiveness will have to be reviewed and program changes, most likely, made. Finally, the program outcomes need to be studied over a long time period.

Less Desirable	More Desirable
TA viewed as one-time event.	Viewed as a part of a larger group of activities aimed at meeting the organizations goals/objectives.

Approaches and Strategies

The object of technical assistance quite often targets some type of change within an organization. In most cases, many persons are responsible for some portion of the success or failure of achieving the desired change. For this reason, technical assistance implementation should involve a description and analysis of the approach or strategy that is expected to assist in achieving the desired outcome of the activity. Too often, technical assistance focuses on the content to be shared without attending to the equally important consideration of how the desired outcome can result. The description of an approach or strategy, aimed at the implementation of content or knowledge, is critical to the success of most technical assistance events.

The heart of technical assistance is providing information and advice that is used to produce technical, attitudinal, program, and/or staff behavioral changes. Some of the more common methods for providing information exchange are as follows:

Group Events. These are activities where persons, usually from several agencies, gather to meet, learn, discuss, exchange information,

and network with staff both from their own agency and other agencies. Two common group events are:

1. Training - Training programs allow information transfer to occur in often intensive ways. Administrators can choose from several types of training programs: on-the-job, in-service, and formal education. These training programs may allow many individuals access to expert knowledge through lecture and hands-on experiences. Training implies an expert in some area teaching persons from one or more agencies. Although training provides a considerable amount of information that can be used in technical assistance, this knowledge is usually not specific to the unique needs of a particular agency or program.

2. Conferences and Forums - State, regional, and national forums and conferences are a popular method of knowledge dissemination. Meetings, paper sessions, and similar events can provide persons attending a conference with considerable information. Often training sessions in specific topics are held at conferences. In addition to providing specific knowledge, conferences and forums permit agency staff to develop networks that may provide new sources of information and technical assistance.

Networks. The purpose of networks is to provide users with a means for rapidly diffusing and exchanging information. Networks encourage the direct exchange of either general or specific information among its members. While some are sponsored by organizations, such as Regional Information Exchanges or professional groups, others are totally member operated. In this age of ever increasing communications, networks can be an effective method of providing information to users. They can provide both general and program-specific information. In spite of this potential, the effectiveness of networks depends on the willingness of users to cooperate by exchanging new information and by simply taking the time to access the network. There are two major types of electronic networks:

1. Computer - Telephone lines and computers with modems are all that are required for computer networks. These networks are commonly accessed through bulletin boards and information services operated by an organization that sponsors the network (e.g., SpecialNET). Through the use of bulletin boards, computer networks can provide general information on items like new publications and funding; they can also provide opportunity for users to directly ask for specific information and needed assistance. The major disadvantage of computer networks is the initial equipment purchase, ongoing telephone charges for long distance, and the reluctance of some persons to use the equipment.

2. Telephone - Telephone networks require only the use of a telephone. Because telephone networks do not require a central source, such as a bulletin board, they are usually

more diffused than computer networks. Although less expensive and perhaps more flexible than computer networks, telephone networks have several problems: (a) because there is no central source, message content can change as passed from person to person. This is like the children's game of "rumor;" (b) while a personal telephone conversation permits two-way conversation, it is often limited to two persons; and (c) telephone networks are dependent on the caller and listener being available at the same time; this is not always possible. While teleconferences reduces these problems, they are currently expensive as compared to single long distance calls. However, when compared to the face-to-face conference they are extremely cost effective in regards to travel expenses and time. In addition, they reduce the problem associated with "passing the message on."

Resource Groups. These local, regional, or national groups often have two major purposes: (a) to provide technical information on how to deal with a problem or how to establish a new practice; and (b) to act as advocates for one group or interest. They can be formal or informal groups. If used properly, resource groups can be a valuable source of ideas; they can also act as representatives for various sections of the community served by the agency. There are three common advisory (resource) groups:

1. Advisory - Most agencies and programs have an advisory group consisting of persons with a variety of interests, knowledge, and concerns. The purpose of advisory groups is to provide the agency or program with information and ideas on how to improve programs. They can also be a sounding board for the needs of various segments of the community. It may require skill to incorporate divergent points of view and keep the focus on advice versus policy.

2. Employer - Employer groups can often help in providing the agency with an accurate perception of the needs of employers and their concerns. These resource groups can assist in solving business related problems and suggest new areas of activity. As community-based employment programs increase, rehabilitation agencies will come into more direct contact with the business community. Employer advisory groups can be one of the most valuable sources of technical assistance. A potential problem with employer groups is that they may not fully understand the rehabilitation needs of the client and of the program.

3. Consumer - These resource groups can provide valuable information on the needs of persons with disabilities. Often acting as advocacy groups, they can provide excellent feedback on program effectiveness. Consumer groups can often be innovative in providing services and suggest new areas of need. However, agencies have difficulty working with consumer groups which take provocative stances. If so, the agency or or-

ganization should carefully define the purpose of the meeting so that constructive suggestions are added to criticisms.

Consultation. Consultation is defined as the use of one or more experts to advise the agency on a problem or to plan future directions. Consultants are commonly thought to be the source of technical assistance. Such a stance would be a mistake as consultants are best combined with other resources as part of the technical assistance process. Such consultation does not have to be provided by a person from outside the agency. In fact, many agencies find they have excellent resource persons already on their staff.

Technical assistance visits are an effective method of providing relevant information directly. Although this appears to be a frequently used organizational change method, consultants can be costly and time-consuming. The quality of the technical assistance visit depends on several factors: (a) knowledge, ability to communicate, and ability to convince agency staff that program changes should be made and how they should be made; (b) timing of the consultation is related to the agency's programmatic needs; (c) willingness of the agency to accept the consultant's advice; and (d) the consultant's ability to provide relevant information having direct application to the agency. Although consultation can involve the direct face-to-face exchange of information, values, and ideas, the consultant can come from several sources:

1. Internal - When looking for a consultant, most agencies do not consider agency staff. Large agencies, such as state vocational rehabilitation agencies, have many persons who are experts in various fields. A data management person, for example, could be used to establish an office management system at a district office. During the technical assistance planning process, the agency should first look to its own staff to determine if they possess the knowledge needed to provide technical assistance.

2. External - If agency staff do not possess the needed expertise, then the agency will have to look beyond its own staff. There are several ways of locating outside experts: (a) federally sponsored brokerage programs, such as Regional Information Exchanges, Supported Employment Network, Research and Training Centers, RCEPS; (b) professional organizations, (c) suggestions by staff; (d) persons in the academic community; (e) publications and presentations by a specific person; and (f) recommendations by other agencies with similar problems.

Technical assistance is provided in a variety of ways. Two of these are:

1. On-site - Technical assistance is often provided at the site of the requestor. This permits the technical assistance provider with an opportunity to observe first-hand the program, meet with staff, and talk with clients. While this

can result in high quality, individual assistance, on-site consultation is often very expensive and time consuming.

2. Site Visitations - These are the opposite of on-site visits. Here the staff of the agency needing the technical assistance visits an agency with an exemplary program in order to see how it works and to talk directly with staff. On return, it is the responsibility of agency staff to apply the information to their own program. In other words, the agency needing the technical assistance learns from the other program. If the host program can provide this service to staff from several agencies at once, site visitations can be cost effective. The major problem with site visits is that visiting staff may find it difficult to apply the knowledge directly to their agency.

Information Sources - These are print media that contain information on a variety of topics. These sources can be used to provide information on specific issues. The information explosion has resulted in the availability of many retrieval sources that provide data in a cost effective manner. Printed materials have a longer life-span than many other types of technical assistance and can be used as often as needed during their life span without additional cost. The disadvantages of information sources are that they are not specific to a particular identified need and some may require that information be adapted to meet local conditions.

1. Materials - Many publishers, both public and private, now serve the rehabilitation field. Commercial publishers generally provide materials having wide market potential. These books appeal to large audiences and, especially in the textbook field, must provide information aimed at general rather than specific application. These materials require users to interpret information. The National Clearinghouse of Rehabilitation Training Materials at the University of Oklahoma, Stillwater, can provide, from its collection, information on a large number of topics in rehabilitation.

2. Computer Databases - Information resource centers collect, abstract, index, and store documents in specific content areas. Each document is classified according to content. Typically, a user contacts the information service, such as National Rehabilitation Information Center (NARIC) or the University of Wisconsin-Stout Materials Development Center (MDC), and requests a search of the literature on a specific topic. An information expert makes the search and sends the requested print material to the user. Although these services are cost-effective, the user is dependent on a unique classification system and the completeness of the data base.

Regardless of the amount and type, one goal of technical assistance is to develop competence and confidence to make changes and effectively operate new programs. This goal must be balanced against the concept that technical assistance is not a one-time process. Although in providing technical assistance, there is a risk of produc-

ing dependency on the consultant or source of information; this risk must be taken in order to provide long-term assistance.

Less Desirable	More Desirable
Description of content to be shared through one form of information exchange.	A variety of approaches/ strategies considered and included in the overall plan for implementing the content of the activity.

Organizational Framework

Assessment activities associated with technical assistance events should encompass the entire organization rather than a single component of the organization. Most organizational settings involve the efforts of groups with different skills, responsibilities, and characteristics to accomplish the desired outcome of the organization (e.g., an employed person with a disability). Due to the interwoven nature of most human service organizations, it is reasonable to expect that a change in one component of the organization affects other components of the organization.

If technical assistance is directed exclusively at one component of the organization, its ramifications may be felt by other elements within the organization. This impact could be positive or negative depending upon the planning involved and approaches/strategies engaged. In any event, assessment should be broad enough to register and measure the effects upon the organization as a whole. Effects could demonstrate themselves in terms of quality of outcome, cost of producing outcome, number of staff involved in producing outcome, attitudinal change of staff, and many others. Thus, agencies most capable of meeting unexpected needs periodically conduct an organizational assessment.

Less Desirable	More Desirable
Assessment involves only one component of the organization.	Assessment monitoring conducted to determine extent/quality of organizational effect associated with the TA events.

Periodic Assessment

A common element of most technical assistance activities is an assessment conducted either immediately after the on-site technical assistance event or shortly thereafter. The concept of assessment should be expanded to include periodic intervals for assessment in order to determine the long-range effects of technical assistance efforts. While the initial response to a specific on-site activity may be highly enthusiastic, this enthusiasm can rapidly fade and be lost in the day-to-day concerns of the work place. When this happens, the desired and expected outcomes for the technical assistance activity are lost. Periodic assessment safeguards, informs, and strengthens the effectiveness of the technical assistance as well as the organizational needs remaining unmet through planned activities. Without assessment what may or may not be happening within the organization is unclear.

Many new programs plan for a formal review within six, eight, or twelve months after the program has started operating. At that time all relevant objective and subjective data are carefully studied and the program reviewed. Typically, project staff and administrators use the data to make changes in the program. After these changes are made, the program continues with a new confidence. Unfortunately, except for the first examination, rarely are reviews repeated, or they are repeated only if the program is perceived as in danger, or repeated only if required by a funding agency.

A better plan is to schedule formal reviews at a predetermined time or at the end of a significant event, like after each twenty five placements in community-based employment. By building in periodic reviews, the agency is striving for constructive feedback and mid-course correction to improve the agency's performance.

Less Desirable	More Desirable
Assessment occurs immediately following the sharing of information through technical assistance activity	Multiple and various assessments conducted to detail organizational progress/problems in meeting desired outcomes for technical assistance.

Values and Data Based Assessment

Assessment strategies, including the collection of value oriented data, are significant in measuring the extent to which staff members' attitudes or perceptions have changed through technical assistance efforts. The collection of specific measurable quantitative data, associated with the productivity of the organization as a whole, can also assist in determining the extent of positive or negative impacts which may have occurred coincidental with technical assistance planned

events. The goal of assessment in these instances is not to establish a cause-and-effect relationship between the technical assistance and values/outcomes but rather to establish that change is occurring. The measured change may indicate a result other than the planned-for result. In this event, negative impact can be minimized by establishing a broad-based periodic assessment design as part of technical assistance plans.

Less Desirable	More Desirable
Limited assessment and reporting of assessed change within organization.	Ongoing values/outcome data collection linked to clear-cut effort to refine/reinforce technical assistance activities and organizational change.

General Characteristics of TA

The next section describes the technical assistance values, flexibility, timely administration, practicality, cost-effectiveness, managerial involvement, uniqueness, and range of options. These characteristics apply to most instances of technical assistance and expand the characteristics stated earlier.

Mission, Values, and Needs

Any form of technical assistance is ultimately determined by the mission, values and needs of the organization receiving the technical assistance. Before the technical problems of new programs or reorganization are considered, the organization must clarify its values and needs. A failure to do this often results in confusion in goals and objectives. Uncertainties, as to where the organization is going and why it is headed in that direction, can have considerable negative effects on staff, consumers, and advocates. Because needs and values change over time and the agency must respond to new directions, pressures, and ideas, values need to be affirmed or changed. Values clarification must be a formal process. For example, if a Center for Independent Living has a commitment to improve the overall lives of persons with severe disabilities, the meaning of "improving" must be determined. "Improving" could mean anything from a total restructuring of the agency, to beginning a new program, or to improving an existing program.

Although this perceived need for change can be internally generated, it is often driven by new laws, regulations, referral sources, and funding requirements. As these needs arise, agency management and staff begin to deal with these changing needs. These needs should be compared with the implicit or explicit values of staff, administration,

board of directors, and consumers. The first response to a potential change, therefore, should be to ask:

- What is the mission?
- What are the values of the organization?
- Are they consistent with the proposed change?
- Do values need to change to reflect new opportunities?
- Should changes be rejected that are inconsistent with the values of the agency?

One way of dealing with proposed changes, in values that reflect new needs, is to isolate new needs and subsequently new programs from the rest of the organization. An agency may establish a supported employment program while at the same time strengthening traditional workshop programs. Although this approach may cover all the funding bases, it is almost certain to create value conflicts. These conflicts will be reflected in different staff philosophies.

Flexibility

Even though a written plan may describe expected technical assistance goals, activities, and organizational impact, the plan should be viewed as flexible enough to be changed when conditions or circumstances have changed. A technical assistance plan, like all other plans, is a projection of how those involved hope for results and activities to occur. The actual events may fall short or exceed projections as documented in advance via the plan. Changes should be freely suggested and made as valid reasons are raised that warrant a change. On the other hand, frivolous changes and expansions should not occur to the extent that the plan becomes unwieldy or difficult to implement.

Less Desirable	More Desirable
Plan is viewed as difficult or impossible to change.	Plan is viewed as subject to change at periodic intervals.

Timely Administration

Quite often organizations begin technical assistance after needs have been identified. The planning process for developing an appropriate strategy, goals, objectives, and activities can consume an extensive amount of time. Technical assistance planners should be aware that the gap, in time from when a technical assistance need is identified and when overt technical assistance activities begin, is

often related to the overall success of the technical assistance. Therefore, the longer the delay in conducting TA activities, the more likely the needs which prompted the technical assistance planning has changed. If the identified needs change significantly during the planning time, the planned technical assistance activities based on these needs can become superfluous.

Less Desirable	More Desirable
Significant gap between identification of needs and technical assistance activities.	Time-sensitive administration of all components of technical assistance plan.

Practicality

The overall plan and goal of technical assistance must be practical and feasible. Participants in technical assistance activities should regard the goals of the technical assistance efforts as do-able and within their realm of control. Likewise, the time frame and other organizational resources brought to bear should be regarded as adequate to allow the hoped-for outcomes to be demonstrated. The attitudes of those involved in the technical assistance activities can be critical to the success or failure of the effort. The assessment of attitudes and values of those expected to be involved in the implementation of "new approaches" subsequent to technical assistance can be extremely valuable.

Less Desirable	More Desirable
Goals of the technical assistance are viewed as "foreign" to the work of the organization.	Technical assistance goals are perceived as practical and closely related to organizational goals.

Cost Effectiveness

Generally, the organization as a whole would not consider a technical assistance activity or activities to be practical or feasible if they were too costly. Significant expense may be involved in a comprehensive organizational technical assistance plan. If so, planners should demonstrate the cost effectiveness of the effort due to: increased productivity; heightened quality attainment; or reduced time requirement for ancillary staff actions such as report writing, improved staff morale, or other areas linked to the specific work of the organization. If the technical assistance activity is viewed as

not cost effective, those involved may demonstrate attitudinal or behavioral barriers in implementing the information resulting from the technical assistance events.

Less Desirable	More Desirable
Initial cost is the major consideration rather than long term cost benefit.	Changes suggested through technical assistance are viewed as using the corporate dollar wisely.

Managerial Involvement

The involvement of upper management in planning and implementing technical assistance increases the likelihood of accomplishing desired outcomes. Lack of managerial involvement in technical assistance can send an unintended message to participants - the technical assistance really isn't that important. The greater the perception of participants that the TA activities are "outside" the realm of "normal activities," the more likely they will not place much emphasis on implementing the TA information or recommendations. The more visible and involved upper management is in the technical assistance, the less likely the participants will have "lack of support" perceptions.

Less Desirable	More Desirable
Management provides cursory approval of a technical assistance plan.	Management visible in the cooperative planning, implementing, and monitoring associated with organizational technical assistance efforts.

Uniqueness

As has been described in the planning section, technical assistance should be planned upon identified needs. Too often technical assistance activities are entered into because another similar organization had a certain technical assistance activity. The technical assistance activity may have had the desired results in another organization. However, there is no reason to feel assured it will have the same results in your organization. The "copy-cat" approach, to offering and conducting technical assistance, will not necessarily keep an organization competitive. Because each organization is unique, its technical assistance needs are unique. Characteristics of the work, the work force, and the community should be involved in the technical

assistance planning process, thus resulting in unique technical assistance for unique needs.

Less Desirable	More Desirable
Technical assistance performed is a copy of that performed with another organization.	Technical assistance tailored to unique organizational needs and characteristics.

Range of Options

Technical assistance activities should be viewed by planners as one "tool" to achieve organizational change. While well-planned and implemented technical assistance can have powerful and far-ranging effects, other resources need to be involved to facilitate and sustain the planned-for outcomes of the technical assistance process. One or more technical assistance activities should not be the sole mechanism for expecting organizational change to occur. Diversifying other available options within the strategic planning for the technical assistance is highly appropriate.

Less Desirable	More Desirable
Technical assistance viewed as sole mechanism for achieving goals.	Technical assistance viewed as one of several other options for achieving organizational goals.

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MYTH

Technical assistance is an expensive luxury.

CHAPTER III

PLANNING TECHNICAL ASSISTANCE

Introduction

The purpose of this section is to describe a framework for planning technical assistance in rehabilitation. This discussion is based on two assumptions: that valuable assistance is assistance well planned; and that technical assistance should result in improvement of services and outcomes for people with disabilities served by rehabilitation organizations.

The purposes of technical assistance discussed in the preceding chapters are worthy of reiterating inasmuch as they bear directly on the most useful processes for providing support. These purposes are: evaluation, regular planning, and development that all organizations conduct; specific problem-solving when targeted outcomes are not produced; and ongoing information exchange focused on best practice and ongoing improvement.

This chapter describes one possible process for planning and arranging technical assistance and discusses methods for assistance that are both timely and user-driven. The process described in this section begins with making decisions about the nature of assistance needed, discusses a way to identify the most important content areas for assistance, provides a format for identifying where to focus resources, describes a range of approaches that might be considered, and discusses ways to select the kind of assistance that will be provided. The process discussed here is one based on the belief that good technical assistance is assistance focused on improving outcomes for people with disabilities. The reader should feel free to modify the format as appropriate. Further, the steps described here are ones that might be formally or informally conducted.

Considerations in Planning

One of the most difficult and important aspects of technical assistance is selecting important content areas for assistance. Too often, technical assistance is provided only when a program or agency is considered to be "in trouble." Often, technical assistance ends up focused only on emergencies, or on symptoms rather than the systems which will promote success and improvement over time. For example, a placement organization or a state vocational rehabilitation agency may only seek assistance when individual success rates have dropped dramatically. Assistance at such times is critical. However, a regular schedule for reviewing progress, anticipating opportunities,

and acquiring assistance is a positive method of looking at need for change and implement new ideas before success is in jeopardy. While immediate needs are certainly worthy of attention, it seems at least as important to use technical assistance to support a focus on long-term progress, organizational success and improvement for individuals served. The structure described in this section seeks a way to make ongoing improvement a regular and ongoing focus of any agency or program. If a program regularly reviews its accomplishments and troubleshoots ways to improve, then externally provided technical assistance is more likely to focus on the important issues.

Consider the example of a placement organization that reviews the number and longevity of placements every month. During the discussion, one of the placement managers suggested that she believed the organization could do a better job of maintaining people with disabilities in their jobs, improving both outcomes and efficiency. At first another staff person suggested that the placement specialist probably needed training on supporting people in their jobs. Another staff member commented that while that might be true, they should first consider all program areas that have an impact on job success. In the next few minutes, they together identified marketing, initial training, and long-term support strategies as program elements that have an impact on job retention. The group then identified features of each component that contribute to job success. In the end, the group decided that the change needed for improvement was in marketing. They reached that conclusion because the nature of the jobs (mostly service industry jobs) seemed to interfere with long-term job success. They concluded that since service jobs inherently have high turn-over they should seek other job placement sites. If the placement staff had not considered their range of responsibilities they might have assumed staff training on support issues was the answer.

The process for planning and decision-making discussed in this chapter is one that can be used by a program or agency as a part of regular planning and review process or with an external consultant or both. The process described in this chapter is designed for use by an agency or a department within an agency. It is also useful for an individual managing a caseload or for a "project" within an agency. For the purposes of this chapter, the term "operating unit" is used. The reason for this is to emphasize that the process is one that can work for small or large programs, projects, departments, or agencies.

Planning begins with a program, agency, or department first defining their prime areas of responsibility. Second the reasons that might define the need for assistance (what is the need?) are clarified. The process then seeks to identify possible causes for the issues identified followed by specifying the change needed for improved success. Finally, possible approaches for solving the issues are discussed, including the need to acquire assistance along with possible sources of assistance. Such a process might be considered cumbersome or time-consuming before it gets to the point of identifying sources of assistance. While the process does include a number of steps, many are informal and easy to complete. Selecting a source of assistance, before identifying the right issues, is far less likely to result in

improvement over time. Figure III-1 provides a structure for assessment and planning. At the end of the chapter the reader will find this figure completed as a sample.

Figure III - 1

Technical Assistance Planning Form

Issue or Area to be Assessed: Job Placement

Prime Areas of Responsibility	Symptoms or Reasons for Assessing	Possible Reasons for Symptoms or Changes Needed	Change or Outcome Wanted	Possible Methods	Possible Sources Internal/External
1. Provide job skill training.					
2. Educate employers on accomodation and accessibility.					
3. Develop job opportunities in the community.					
4. Place job ready clients in competitive jobs.					
5. Provide follow-up services to assure job retention.					

Defining Major Areas of Responsibility

The first step along the road to planning technical assistance is to ensure that the mission of the program or agency is considered. The purpose of this step is to make sure that the changes or assistance provided supports the agency's overall mission. Defining the main responsibilities can be done for a project within an organization, a department or at the level of the whole agency. In the example in Figure III-1, five responsibility areas were identified for consideration. An identical figure will be found at the end of the chapter filling in the blanks for areas 2, 4, and 5. As in this example, in practice a larger number of areas of responsibility may be identified than actually need to be addressed. Our point is that review of accomplishments and planning is useful at whatever level a manager has responsibility.

The format suggests identifying a small number of areas of major responsibilities that define the operating unit's purpose for existence. This is useful for at least three reasons:

1. Identifying four or five major areas of responsibility provides more specific substance to the mission.

2. Provide detail that ensures that a project's or department's responsibilities are consistent with the mission of the larger agency.

3. By even briefly, reviewing the scope of responsibilities, an operating unit is less likely to omit consideration of important accomplishment areas. This step is extremely useful for outside consultants inasmuch as it provides information about the organizational context.

The steps in defining responsibility areas are summarized in Table III-1.

Table III-1

Defining Major Areas of Responsibility

1. Review overall purpose of the operating unit.
2. Specify four to six prime responsibilities.
3. Ensure that these responsibilities define the entire mission.
4. Ensure consistency with agency mission.
5. Ensure that those responsible understand the mission.

Identifying Issues

The process of identifying all responsibility areas provides the scope of the operating unit's purpose. For example, in figure III-1 the staff and management identified prime areas of responsibility for the job placement activity.

The second step is to consider each prime area of responsibility again in terms of the possible issue. In Figure III-1, staff noted symptoms in three areas, educating employers, placing job ready clients in jobs, and follow-up services. This step is important not only when an organization believes there is a "problem" that needs attention, although that is one occasion when an organization might seek technical assistance. It is also useful when an operating unit wishes to review its status and seek ways to improve even in the absence of a crisis of some sort. This notion is based on the belief that any organization can improve and that internal review of responsibilities is a useful tool for progressive change.

By identifying possible issues or opportunities for each major area, managers can quickly identify what may be the most critical or appropriate areas for attention at a given time. It is important to consider this kind of process as one that repeats over time. The issue identified for attention next month or next year may be quite different. Or, several areas might be addressed at the same time.

The process of identifying the opportunities is probably best done as a team rather than as a manager in isolation. As a team, a department staff can review together just what opportunities or problems are emerging. This can help ensure that a range of issues are considered as well as build team ownership of any plan for change. This step in the process also includes review of whatever data is available, both objective and subjective. Review of available data on the accomplishment area allows staff to consider the discrepancy between what is desired for outcomes and how the group is presently performing. Table III-2 summarizes considerations related to identifying specific issues within responsibility areas.

Table III-2

Identifying Specific Issues

1. Consider if new opportunity exists.
2. Note signs or symptoms of possible difficulties.
3. Decide if one or more areas are more important right now.
4. Consider both internal and external issues.
5. Review available data on the responsibility area.
6. Consider possible discrepancies between observed and desired outcomes.
7. Involve all people who have a stake in the issue.
8. Use as both an internal review and to provide background for a consultant.

Identify Causes

The third step is to generate a short list of possible causes that may account for discrepancies noted or opportunities now exposed. The possible causes might or might not be immediately clear after identifying symptoms or opportunities. Even so, working as a team should generate ideas about possible features or conditions that caused the situation at hand.

When trying to brainstorm possible causes in this way, it is usual to first review internal conditions that may account for the situation. Internal causes are those over which the operating unit has more direct control, such as staff skills, documentation systems, and marketing strategies. After review of possible internal causes, causes or conditions that are external to the operating unit can be considered. External conditions are those over which the operating unit may not have control even though it may have some influence. In our previous example, the process resulted in looking at staffing issues (internal) and referral issues (external). It is useful to separate external versus internal causes and conditions inasmuch as the strategies for change (discussed later) will be different.

As causes are identified for each responsibility area, it is possible that some may appear in more than one area. For example.... Once causes and conditions are specified, priorities can be decided regarding which issue(s) should be addressed. Possible consideration for identifying causes are noted in Table III-3.

Table III-3

Identify Causes

1. Consider causes for each opportunity/symptom noted.
2. Consider internally controlled causes.
3. Consider external causes.
4. Set priorities.

Specify the Change Needed

The next step is to specify the change that is needed for success for each chosen responsibility area. Naturally, this step and others might only be used in the responsibility areas where there are issues that seem worthy of attention at the time. It is not necessary for all possible needs to be dealt with at the same time. This is true for at least two reasons. First, time and resources are always limited. Second, if the process is used on a regular basis then other issues can be picked up at another time.

Having noted the prime responsibilities of the operating unit and identified both symptoms and possible causes, it is now possible to decide just what change is needed. This specifies possible outcomes that are needed in one or more responsibility areas.

In some cases, the outcome is stated in terms of operating processes that might be changed. In other situations, the desired change is specified in terms of performance indicators specifically related to people with disabilities who are served. In every case, the change needed should be expected to result, directly or indirectly, in improvements for people with disabilities. Finally, considering and identifying who is responsible for the change should be done at this point. Steps for specifying the changes needed are summarized in Table III-4.

Table III-4

Specifying the Change Needed

1. Restate the issue for each area in terms of the change needed.
2. Consider both process and performance indicators
3. Identify who should be responsible

Identify Possible Methods

Clear definition of the issue and the outcome needed will make it easier to identify approaches that can be of the greatest use. This step is often considered first instead of in sequence which seems to increase the likelihood of a mismatch of opportunities and strategies. There are a range of approaches to considered. Some are more expensive than others, at least in initial cost. In addition, some methods are more appropriate for different kinds of issues.

Figure III-2 presents information on a range of approaches to acquiring assistance for consideration. This figure also identifies advantages and disadvantages of each method for different kinds of technical assistance needs. The methods identified here are: information sources including professional materials and computer databases; networking via computers and telephones; resource groups such as consumer, advisory, and employer groups; group events including in-service training, conferences or working forums; and, consultation acquired internally or by external consultants.

Figure III-2
Technical Assistance Approaches
Advantages and Disadvantages

Approaches	Advantages	Disadvantages
Information Sources •Materials •Computer Databases	- Easy to access to libraries, lending resources, computer databases - All staff can make use of this with minimum expense or time - Can be copied and distributed to others - Useful for program development	- Depends on strong staff motivation to seek out materials - May not be specific to individual issue or areas of development - May not have appropriate hardware or software to access computer data
Networking •Computer •Telephone	- Strengthens relationship with total rehabilitation community - Readily available for all staff - Inexpensive - Eliminates reinventing the wheel	- May not have appropriate equipment to access data bases - Information may not be shared with appropriate staff - Competitiveness between agencies may hinder total networking effectiveness
Resource Groups •Advisory •Employer •Consumer	- Involves 'significant others' in the process - Can be useful in program development and ongoing planning - Can be easily developed and are relatively inexpensive - Can also develop into new marketing efforts based on community needs identified	- May set up expectations that agency cannot fulfill - Agency must clearly define role of the resource group before beginning - Rural areas may not be able to access all groups due to travel restrictions.
Group Events •In-service Training •Conferences •Forums	- Able to train several staff persons or an entire operating unit at the same time - Useful for ongoing program and staff development - Useful to allow staff opportunity to be outside of everyday work environment	- May not be available at the time needed - No guarantee that it addresses the issue needed - May be costly if overnight accommodations and travel are involved
Consultations •Internal •External	- Specific to issue or program circumstances - Will obtain a written report of the findings with specific recommendations - Can strengthen staff motivation if use internal personnel expertise	- Involves great deal of planning to find the right person for the job - Danger of feeling that consultant should do all the work - Relies on timely implementation - Can be costly

The listing, in figure III-2, generally flows from least expensive to more expensive. On-site technical assistance is usually the method first considered even though other methods might be powerful enough to help generate ideas for some technical assistance needs. In many cases, some combination of approaches is useful. For example, acquiring information and materials about new management information systems (MIS) is best obtained through a site visit to a program that has it in operation. Those using the system can give significant insight into the MIS user friendliness, vendor responsiveness to bugs, weaknesses of the system, and other insights.

After possible methods are considered, given the situation at hand, then relative costs can be considered. Table III-5 provides a summary of things to consider in reviewing approaches to acquiring assistance.

Table III-5

Identify Approaches

1. Consider range of approaches that might be useful.
2. Consider costs of each method.
3. Review inherent advantages/disadvantages of possible approaches.
4. Select method(s).

Identify Possible Sources of Assistance

The final step is to identify possible sources of assistance given the method(s) and timelines decided upon. Actual technical assistance resources in rehabilitation are discussed later in this book. It is appropriate, however, to start the search for appropriate providers of support as close to home as possible. This is valuable for future networking and in the interest of cost-effectiveness. In many agencies and organizations the needed expertise may be within the same agency. In such cases, there is no need to call upon outside resources. Points to consider when identifying sources of assistance are listed in Table III-6.

Table III-6

Identify Possible Sources of Assistance

1. Consider internal sources.
2. Consider nearby sources.
3. Consider external sources.
4. Evaluate cost and timelines.
5. Select source(s).

Possible Use of this Format

The format in figure III-3 is designed in such a way that the "owner of technical assistance" is the recipient rather than an outside consultant. As an open-ended format where the operating unit has defined the issues, it is usable in a range of situations.

The process described in figure III-3 is also useful for a new project just beginning. Defining initial responsibilities and needs can frame a host of start-up activities and implementation timelines. The process is workable for any size operating unit when engaged in ongoing planning. In such situations, it may be as useful to organize staff efforts as it is to define technical assistance requests. Since the staff members involved define their responsibility areas, it can be used at a program, project, department, or larger agency level. Any organization might use this kind of process for ongoing development, handling of special projects, or managing day-to-day responsibilities. Figure III-3 shows how the form can be used when considering new project development.

As was discussed, the process is also useful for addressing particular identified problems. The format described here allows individuals to identify, select, and seek assistance on the problem(s) discovered.

Figure III-3
Technical Assistance Planning Form
Issue or Area to be Assessed: Explore Development of Injured Worker Program

Prime Areas of Responsibility	Symptoms or Reasons for Assessing	Possible Reasons for Symptoms or Changes Needed	Change or Outcome Wanted	Possible Methods	Possible Sources Internal/External
1. Analysis of injured worker as a potential client	- Will clients be motivated to return to work? - Will program effect change in client's employment status?	- Disability mindset - Secondary gains - Distrust for system - Family interference	- Client motivated to return to work - Client trusts system - Family supportive	- Network with existing injured worker programs - Literature review - Study family support system agencies	- Contact Assoc. of Rehab. Providers to get list of IW programs - Contact Univ. resource library - Contact local family guidance agencies
2. Analysis of agency as a provider of injured worker program	- Does program goal fit the overall mission of the agency? - What will the start-up costs be to begin the program? - Are current staff knowledgable in this area?	- Mission must be maintained - Equipment costs may be prohibitive - Staffing changes may cause difficulty and be costly	- Compatible with agency mission - Cost effective to start program - Able to staff program with minimal staff changes	- Exec. to review mission for compatibility - Cost analysis - Network on staffing needs	- Review with Board's legal representative - Contact Acct. for public interest - Tour other IW providers
3. Analysis of employer acceptance of hiring	- Will employers be willing to rehire and/or hire this type of worker?	- Employers will not rehire due to fears of reinjury - Employers fearful of accommoda-tion costs	- Employers receptive to program goals and hiring clients	- Survey employers in local area - Review literature	- In house placement staff to conduct employer survey - Computer database on literature review
4. Analysis of Insurance carriers as referral sources	- Is there a large enough market to support this type of program?	- Market saturated with injured worker programs - Carriers not willing to make referrals to new program	- Market is available to support program - 80% referral rate is maintained after program is established	- Needs assessment - Personal visits to market service	- Hire consultants to construct needs assessment - Asst. Executive to contact and set up appointment with insurance carriers.

Summary and Conclusions

The purpose of this chapter has been to describe a framework for planning technical assistance in rehabilitation. It has defined a process for reviewing responsibilities, identifying specific issues, pinpointing causes for issues, specifying the changes needed, and has discussed approaches to acquire assistance and possible sources. The format does not need to be formal in many cases. However, even if informal, considering the sequence of steps for decision making will be useful. In other situations, more formal written use of such a process will be beneficial.

A summary checklist for planning technical assistance is included for your use.

Major Steps in Planning for Technical Assistance

Define Major Areas of Responsibility

Identify Opportunities or Problems

Identify Possible Causes for Each Problem

Specify the Change Needed

Identify Possible Approaches for Getting Technical Assistance

Identify Sources for the Assistance

CHECKLIST FOR PLANNING TECHNICAL ASSISTANCE

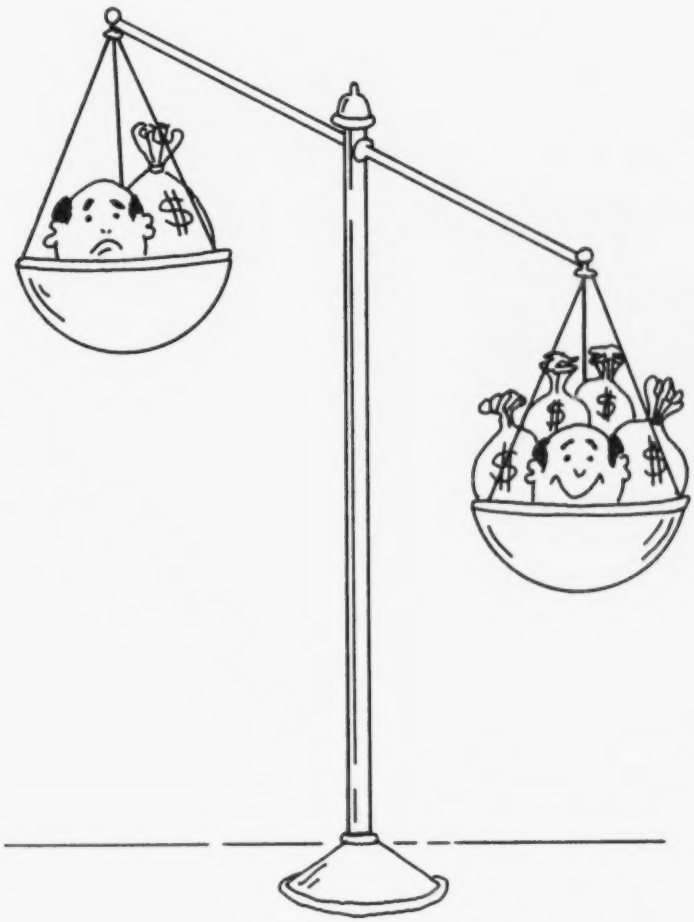
	Considered?	Comments
Define Major Areas of Responsibility 1. Review overall purpose of the operating unit 2. Specify four to six prime responsibilities 3. Ensure that these responsibilities define the entire mission 4. Ensure consistency with agency mission 5. Ensure that those responsible understand the mission		
Identify Issues 1. Consider if new opportunity exists 2. Note signs or symptoms of possible difficulties 3. Decide if one or more areas are more important right now 4. Consider both internal and external issues 5. Review available data on the responsibility area 6. Consider possible discrepancies between observed and desired outcomes 7. Involve all people who have a stake in the issue 8. Use as both internal review and to provide background for a consultant		
Identify Causes 1. Consider causes for each opportunity/symptom noted 2. Consider internally controlled causes 3. Consider external causes 4. Set priorities		
Specify the Change(s) needed 1. Restate the issue for each area in terms of the change needed 2. Consider both process and performance indicators 3. Identify who should be responsible		
Identify Approaches 1. Consider range of approaches that might be useful 2. Consider costs of each method 3. Review inherent advantages/disadvantages of possible approaches 4. Select method (s)		
Identify sources 1. Consider internal sources 2. Consider nearby sources 3. Consider external sources 4. Evaluate cost and timelines 5. Select sources (s)		

Sample form
Technical Assistance Planning Form

Issue or Area to be Assessed: Job Placement

Prime Areas of Responsibility	Symptoms or Reasons for Assessing	Possible Reasons for Symptoms or Changes Needed	Change or Outcome Wanted	Possible Methods	Possible Sources Internal/External
1. Provide job skill training					
2. Educate employers on accommodation & accessibility	- Contacts with employers and onsite visits have decreased	- Staff lacks knowledge of accommodation and accessibility issues	- Increase contacts with employers	- University-based training - Association training - Cooperative training with other agencies - Research written information	- Schedule for association training on job accommodation - Schedule meeting with local agencies - Review literature
3. Develop job opportunities in the community					
4. Place job ready clients in competive jobs	- Placements have dropped to 50% of established goal	- Staffing #'s are inadequate - Referrals have changed - More dually-diagnosed referred - Less clients are job ready - Work adjustment unit not functioning properly	- Bring placement % back to established goal	- Network with referral agencies - Training in working with dually-diagnosed	- Call VR agency, DDD, School System - Contact University
5. Provide follow-up services to assure job retention	- % of clients retaining jobs has decreased	- Job placements are inappropriate - Staffing patterns inadequate	- Increase # of clients retaining jobs	- Outside consultant to review total agency staffing patterns	- Hire Organization Specialist

MYTH



The Effectiveness of technical assistance is directly proportionate to cost.

CHAPTER IV

USER'S GUIDE: PREPARING FOR TECHNICAL ASSISTANCE

> I find the great thing in this world is not so much where we stand, but in what direction we are moving. To reach the port of heaven, we must sail sometimes with the wind and sometimes against it-but we must sail, not drift, nor lie at anchor.
>
> Oliver Wendell Holmes

Chapters IV and V describe how a technical assistance (TA) user assumes an active management role in the technical assistance process. Three main concepts permeate both chapters:

1. The TA process needs to be values based (i.e., the assistance delivered must be congruent with the values the user promulgates as part of its overall mission and goals).

2. The purpose of TA is the delivery of more and/or higher quality services to the primary consumers - the organizations' clients.

3. Identifying a need for TA is not an admission of failure or incompetence by the user. Rather it is an exercise in responsible management and should provide an opportunity for the user organization's staff to reaffirm their values, assume roles as active problem solvers and engage themselves in a dynamic change process.

Using these concepts, the chapter present practical ideas for potential and current users of TA. To assist the reader in adhering to the model proposed, evaluation questions are framed after each section in this and the following chapter.

Introduction

Can a user of technical assistance (TA) exercise any control of this process once a TA provider has been selected? Or is relinquishing control part of the price a program pays for the use of TA? Are there strategies users of TA can employ to increase their chances of having a successful outcome to such interventions? Or are these chances totally dependent on the quality of the provider?

The purposes of this chapter are to answer these questions and to identify key facets of a process that would guide the use of an effective effort, including how recipients should evaluate the TA efforts. Most of the published material on the use of TA was written

by the purveyors of TA and therefore reflects what they consider "good" technical assistance. Good examples of this kind, which present coherent models and descriptions of TA delivery, are found in fairly recent literature (Crandall & Williams, 1981; SEDL, 1986). The intent here is to delve more deeply into the user's role in this process. The authors will present practical guidelines for those already receiving technical assistance, for those preparing for an impending TA process, and for organizations actively considering whether this sort of assistance would benefit their programs.

These guidelines will highlight significant elements and points of a TA intervention where the user can have maximum impact. Also, the evaluation of the process itself and the perceived programmatic impact clearly resides with the TA client - the rehabilitation program management staff (Spaniol, 1986). Therefore, this chapter will address the issue of on-going and post-hoc evaluation. The evaluation is discussed as it pertains to the issue of on-going monitoring while the TA is in process and evaluation of the experience when it is completed. Specific evaluation questions around each of the principles enunciated are presented. Case examples are used throughout the body of the text to clarify many of the points made.

Users of TA services can reap the benefits of this service only if they are active participants throughout. They need to form a partnership with the provider in directing the TA, decide the impact of the TA, and how they will know if that goal has been reached.

Finally, and perhaps most importantly, opening programs to outside scrutiny with the goal of changing something is by definition risk-taking. Organizational management must be willing to open themselves and their organizations to this risk in order to make the time and effort expended as part of a quality TA intervention worthwhile.

Empowerment/Enablement of the User

A well thought out TA process will lead to a <u>feeling of empowerment</u> within the user as well as presumably <u>an enhanced capacity</u> to deliver better services. While the engagement of technical assistance does not necessarily mean something is radically wrong with the current program, there is a presumption that there will be change in the status quo.

The premise of the professional discipline of rehabilitation is that there is a body of knowledge and skills people can learn to make them better practitioners. Too often in human services, professional caregivers cavalierly respond, "It depends on the individual," when asked to cite some principles of planning or action governing their behavior vis-a-vis their clients. There is no simplistic rehabilitation approach into which clients can (or should) be forced to fit. However, as in other disciplines, rehabilitation staff and programs should develop ways of doing business that will improve results for the consumers. Frequently, lack of success in rehabilitation ventures is

blamed on the "difficult" client because the service provider is bereft of ideas of how to improve its services.

Openly acknowledging a service gap or a skill deficit within a system or its staff members requires a level of confidence that individuals at all organizational levels may lack. Bringing in a TA provider from outside the organization can be seen as synonymous with saying, "This organization is in trouble," or "The staff here are not skilled enough." These messages do not have to be stated explicitly to be communicated.

Seeking help for individuals and for organizations is seen as a sign of weakness in our culture, where the sturdy individualist reigns as an ideal. This problem is particularly acute for a person, whether administrator or front line staff, whose self-concept is that of a competent, knowledgeable, autonomous individual.

Also complicating the issue is the factor of possible sanctions. Engaging in some sort of formal TA consultation makes the user potentially more vulnerable to charges of inadequacy or poor performance. There is vulnerability, in the case of an organization, from a funding or statutory agency; in the case of a person, from a supervisor or board of directors. There can be a fear of possible questions, like:

"Isn't this (the area of TA) something your organization said it has experience in?"

"Weren't you trained in this already?"

"Isn't this something we talked about before?"

"There are plenty of other providers who can do this if you don't know how to!"

The concept of risk-taking will be dealt with more extensively in a later section, but it is impossible to discuss the empowerment/enablement of the user without confronting the fact that this enhanced capability is not developed without much tension and stress, for both individuals and organizations.

One of the steps in gaining control over the use of TA is to draw upon some commonly agreed upon rights of the client in a relationship between the TA provider and client. A study, from the planned change literature, where codes of ethics across a number of professional groups on the topic of clients' rights were compared, revealed that three common areas are critical: the right to choose, the right to safety, and the right to be informed (Tybout & Zaltman, 1975). Specifically the right to choose includes the right to choose a solution from several options. The right to safety includes the right not to be deceived and the right to anonymity when requested. The right to be informed includes such things as the right to have access to evidence that supports a solution, the right to know the goals and objectives of the TA provider and the right to know the TA provider's value orientation.

Zaltman and Duncan (1977), discovered that three value-ethical issues received highest ratings of importance among "change agents." The most central norms guiding the provider/client relationships were: 1) If the change agent perceives a conflict between his/her values and the client values in defining the goals and objectives of his/her activities, (s)he is obligated to discuss this with the client; 2) If the change agent perceives a conflict between his/her values and the client's values in determining the means of implementing a solution (s)he is obligated to discuss this with the client; and 3) Those affected by a given solution have a right to be informed of the rationale for the solution.

The ability to control one's environment, and the resulting changes in behavior, will reinforce feelings of competency, but not without an honest examination of the risks involved. A TA user needs to exercise control of its program direction to bring about positive changes. An effective TA intervention will produce new information and change strategies, resources, and skills that can be marshaled to create a better service delivery system. An informed user will not engage a TA provider who accepts the veil of omniscience. They will choose one who has an area of expertise that can be taught, practiced, refined, and eventually incorporated within the repertoire of skills of service provider staff.

Consultation Versus Training

One simple way to discriminate between TA consultation and TA training is somewhat analogous to the difference between sales and marketing. Sales involves getting a customer to buy a certain product, whereas marketing involves identifying customer needs and developing products to meet those needs (Rehab Brief, 1985). Similarly, training involves presenting information from the trainer's own frame of reference which (s)he then makes available to your staff. A TA provider, during the first consultation, helps you identify your frame of reference and value base. Then the job of the TA provider is to help staff within an organization develop more effective action steps compatible with the overall mission. Finally, they are responsible for providing training resources so individuals can develop the competencies needed to accomplish the organizational goals.

Once completed, the TA process that produces changes should be highlighted both internally and externally. Even though human service provision and rehabilitation is more art than science, much has been made in the professional literature of the "technology of rehabilitation." If one supports this notion, then program changes made as a result of a TA intervention (i.e., a problem solving process) must be shared with others via whatever vehicles are available. Such vehicles might be articles in professional journals, conference presentations, hosting a conference, newsletters, and personal correspondence to other service providers.

In addition, some time should be spent with the staff that have changed and developed new skills. There are two essential reasons for this personal touch:

1. There is a need to support people during periods of transition; and

2. Though the changes effected may be clear on an intellectual level (as identified in the section on evaluation), the more visceral impact that leads to a feeling of accomplishment and satisfaction may not occur naturally.

The conclusion of the TA process should always include some formal, scheduled discussion of the effort involved and the new competencies developed. People do not always appreciate the strides they have made because they feel they still have so far to go, unless someone points it out. A TA process intervention should ultimately be an exhilarating upbeat experience for the staff and the clients.

The process of critical self-analysis reaffirms a belief in the following: (a) what the service organization is doing; (b) a commitment to effective service delivery; (c) confidence in the ultimate strength of the organization to overcome problems and effect positive change; and (d) provides an opportunity for team building. This final step is accomplished by having staff discuss the agency mission and the concomitant responsibility of each person to contribute something to the achievement of the goals that flow from the mission.

EVALUATION QUESTIONS RE: EMPOWERMENT/ENABLEMENT OF THE USER

1. Does the potential TA provider have a strategy for imparting skills and expertise to the user program?

2. Does the TA user have an organizational commitment to identify the body of knowledge and skills that is currently lacking and then ensure that its staff acquire them?

3. Does the TA user have a feedback plan for the individuals affected so that they can identify the competencies they have gained as a result of the TA?

4. Does the TA user know what can be expected of the provider.

Defining the Areas of Need or Concern

Areas of concern are defined as those programmatic issues that a TA user wishes to address. A need is a concept of "what should be" (Zaltman, G., Duncan, R., & Holbek, J., 1973), that is composed of specific dimensions or attributes. This section will deal with how these areas should fit into the TA process and the preparation needed before the formal TA process begins, even before a provider is chosen. Chapter III provides a thorough overview of the types of program

analysis and needs assessment that must be done, as well as a matrix to guide the user in choosing the best type of TA for them. This section deals with some common problems that crop up when organizations try to identify areas of concern to work on through the use of TA.

Translating Abstract Needs Into Specific Needs

First, describing the need involves transforming abstract needs into more specific needs. "What are the changes you anticipate will occur after the need is met?" Answering this question in terms of observable behavior helps define an abstract need and translate it into specifics. There are several guides available for writing behavioral statements (see Mager, R.F. 1962), about the need. For example, an abstract need - such as the need for newly created teams to embrace new technology in creating community-based employment - can be translated into more concrete terms. More specific statements of need might include needs for teams to meet certain task deadlines or for new staff to demonstrate success by placing more clients into community-based employment programs.

Staff who are proponents of TA must be clear on how their areas of concern fit into the total organization's goals. Often problems exist in a stated area of concern because covert conflict exists between the goals of a particular program or service and the goals the larger organization sees as desirable. Unless the program goal meshes with the overall agency mission, the "wrong" need is frequently identified (i.e., "technical" skill building versus a fuller understanding and belief in what a program purports to accomplish).

An example of this problem in TA use occurred recently when a TA provider was requested by the program director of a psychiatric day treatment program to help develop a Transitional Employment (TE) vocational service. This service had been difficult for the director to get off the ground, reportedly because he and his staff were not experienced in marketing vocational services to employers. Several meetings were held with the director and his staff. In the course of these meetings, it became clear that one major obstacle to creating more vocational opportunities was that no specific staff person(s) were identified to find the TE jobs for the clients. Therefore, no one took the responsibility or felt accountable to do so. It was suggested to the Program Director that as a first step one staff person be assigned to job development. The consultant was informed that such an assignment could not be made, as the larger organization was not sure if they wanted staff to make community employer calls. Two reasons were given, they were not getting extra reimbursement for this service and there were other organizations doing job development in the area. These facts became clear to the Program Director only after this discussion with his boss, generated by the suggestions proffered in the TA process. His area of concern - the need to develop more vocational options for day treatment clients - was not shared by the organization which employed him. In fact, these goals were incongruent with other organizational goals which included budget savings, use of other vendors for placement, and no new staff members.

The foregoing example is not meant to suggest that someone within a smaller unit cannot have an impact on larger organizational change or even that TA cannot be used in such a situation. Rather, it must be recognized that the area of concern needs to relate to program mission and goals. When changes in a specific area would necessitate changes in organizational goals, the user either must get prior agreement from the executive leadership that change is needed or else must develop a strategy to use the TA results in advocating for the desired change (Crimando, W., Riggar, T. & Bordieri, J., 1988).

How Does the Need Impact on the Clients?

Another point to consider is the fact that any area of concern identified by a rehabilitation service organization must involve an impact on service delivery to its clients. To change, for the sake of change, or merely to take on a new "trendy" look more in tune with the times, is neither ethically sound nor worth the investment of time and/or money. Many times, administrators define needs without articulating how the need ultimately impacts the client.

It is incumbent upon the user of TA to specify an area of concern from which client outcomes can be discerned. When the focus of the TA is specifically on the client service (e.g., how does organization X develop more supported employment jobs for its clients?), the task becomes easier. However, when the focus is less client-centered, some form of step-down evaluation should be attempted. For example, a service organization may seek to develop a different format for reporting client progress through the service system, or an organization may seek increased staff skills in counseling. The desired changes in these areas of concern must accomplish some goal of direct client impact (e.g., more time spent in direct client contact by staff, client reports that are distributed routinely back to clients, ability to modify client behavior more effectively, etc.).

Formulating a direct relationship between needs and their impact on the people served will lead to clarity about what changes are being sought. In addition, determining how unmet needs affect specific client outcomes would help establish whether the area of need identified should be a priority for the organization. Also, this connecting process would better define the parameters within which the TA process should operate. For example, the need to increase competencies of service delivery staff would be examined with respect to the relationship between staff competencies and client outcomes.

Whose Needs Are They?

Outcomes and needs can be further differentiated among themselves, in relation to different parts of the whole: the organization, the staff, and the clients. Examples of each of the types are described in Table IV-1. If the need is an organizational or staff related one, then that need should be studied in relationship to the clients. If the need is a client related one, then determination of which unit needs to be changed to address the need follows, whether it is the entire organization or individual staff.

Occasionally the needs expressed (from any one of the three categories in Table IV-1) may be addressed only by changes external to the immediate system. For example, if change needs to occur in the language of certain laws related to community-based employment to allow more disabled clients access to a wider array of jobs, then the unit to be changed is external to the immediate organization. If such is the case, then obviously a TA process would not be called for unless the expressed purpose of the TA was to help the user make some change in the external environment (e.g., TA around organizing lobbying/advocacy groups). As has been discussed in great detail earlier, TA should be used as a way to empower the user, not merely as a problem identification process. Thus, it is critical to understand the interdependency and interconnectedness of all of the components involved in the system as each need begins to be addressed.

TABLE IV-1

Examples of Needs

Organization	Individual Staff	Individual Clients
Lower cost for services	Increased skills	Greater satisfaction with services
Less staff turnover	Greater willingness to practice new skills	Greater access to services
More referrals	Increased job satisfaction	Ability to access more jobs

Once needs are identified, they should be stated in operational terms. One should ask, "Is this a measurable need?" and "How do I measure whether the need has been met?" These simple questions lead to the first step of evaluation of technical assistance. For example, the need to lower costs for services seems like a rather clear need. However, do we know how cost is measured? What costs are included? Whether there is a consensus about how cost should be measured? Whose costs are we measuring?

As described in Chapter III there are many aspects to the definition of needs. Table IV-2 describes some of the dimensions to examine.

TABLE IV-2

Dimensions of Need

Dimensions	Scale of Measurement	
1. Duration of need	Short-term	Long-term
2. Who is affected by the need?		
Client	High impact	Low impact
Staff	High impact	Low impact
Organization	High impact	Low impact
3. Type of need	Identification of opportunities Defining a need Diagnosing the problem Planning Implementation Routinization of an innovation	
4. Degree of choice	Mandatory	Voluntary
5. Immediacy of need	Crisis	Less immediate
6. Level of priority	High	Low

EVALUATION QUESTIONS: DEFINING THE AREAS OF NEED OR CONCERN

1. Is the area of concern identified clearly enough for good TA provider selection?

2. Is the area of concern one which your organization as a whole supports? If not, do you have a plan for internal advocacy of this idea?

3. What desired outcomes are being sought?

4. What direct client impact does your area of concern have? How will you trace the results of the TA back to client impact?

5. Are all the outcomes you are seeking observable and measurable?

6. Is the user organization developing:

   A new program in the area of concern;
   Totally revamping an old one;
   Fine tuning a functioning but not highly developed service?

7. Does the TA provider have experience and/or skills with programs in the same stage of development as the potential user?

8. Who are the parties most affected by this need?

9. Whose need is this?

The duration of the need involves the projected time period when the need might be felt. Is the need one which has been felt over a long period of time? Or is the need one which has just surfaced? The process of determining the significant parties involved with the need includes asking questions such as: "Who are the parties most affected by this need? Who is owning this need as their need?" The skills needed by the provider of the TA can be determined by establishing the specific nature of the need. The need can be cast as that involving developing a felt need for change, diagnosing the problem, and activities related to the adoption of an innovation.

Common stages related to innovation adoption include: Planning, implementation, and or routinization of an innovation (Yin, 1978). Routinization of innovations involves ensuring that the new idea, product, or practice becomes part of standard practice of the organization. He identifies five areas of resources needed to help a new idea become standard practice. They are: budgetary resources, personnel

resources, training programs for service personnel, organizational governance, and supply and maintenance operations. In practice, the budget for the innovation will change status from "soft" to "hard" money. The new job functions will become part of job descriptions of "regular" positions. The skills and training needed for the new practices will become part of professional standards and curriculum. The protocols and practices associated with the innovation will be legitimized and be reflected in the organization's policies and procedures. Necessary supplies and equipment maintenance for the innovation will be provided by the agency on a long-term basis.

Sometimes a need arises to implement practices mandated by external forces. This type of need is clearly different from one identified internally in the organization. The last two dimensions include the immediacy of the need and thus the priority of need.

Creating "Real" Organizational Change

Sometimes the need for TA involves creating major change in the organization. As related in Chapter III, a program seeking TA would have differing needs depending upon its stage of development. Accurately identifying the level at which the service provider currently functions is important for two reasons:

1. Depending upon the developmental level of a given program (new program initiative, maintenance of effort, radical change in a mature organization, etc.), the requirements for TA will differ.

2. The goal of TA is to make some form of organizational change. Consequently, it is mandatory that the TA user and provider reference the starting point for the change activities in order to translate the TA into meaningful program innovation. Meaningful organizational change cannot result from a TA intervention unless the alteration eventually is "routinized" into the day-to-day work of the entity (i.e., policies, practices, staff expectations, etc.).

Programs, like people, pass through various developmental stages at uneven rates and with some amount of ebb and flow. The age of the organization does not correlate directly with the evolutionary phase through which the program is passing. It is a functional, not a chronological description. For example, a mature program may be dysfunctional and in need of a "ground-up" TA effort. Conversely, a young program may have highly skilled staff and a well thought out, highly developed program design - so the TA process at this point involves "tinkering" more than radical change. Often TA users identify the stages of their programs' functioning in terms of chronological, not functional levels. An accurate assessment of the maturity of the user organization vis-a-vis the area of concern for TA is as important as identification of the basic area in the first place.

Values Base to TA

Organizational TA involves more than a transfer of technology. The basis of any TA process leading to organizational change is that it springs from a set of values the user organization accepts and that the specific strategies and recommendations of the TA provider flow from a compatible set of values. It is not necessary that the TA provider agree with the user on all issues (in fact, if this were true, TA from this provider would probably not be useful) but rather that the provider comes from a shared frame of reference and sense of priorities.

An incongruence of values that would interfere with an effective TA process may be found in the following example. A placement program wishes to place more clients into competitive jobs. The program feels its service recipients are its primary clientele, not the employers. If it engages a TA provider who values employer satisfaction as the first goal of a placement program, incongruity exists. In such a case, the TA provider might place more emphasis on good screening and assessment while the user program might find strategies for matching clients to jobs quickly or answering employer objections a more natural fit to its values.

In another example, a TA provider was called to assist a psychosocial rehabilitation clubhouse improve the functioning of its vocational units. The provider assumed the program staff adhered to the value of member control of the clubhouse environment. In the course of making a single recommendation, that members make coffee on the premises as they requested, the TA provider was informed by the program director that the organization believed that caffeine (seen as a potentially harmful interactive drug) was bad for the members so it could not be offered on the premises. The entire TA consultation process eventually went awry there because the consultant's values were incongruent in a key area with those of the organization that had hired the consultant.

Any reference or background check of a potential TA provider must include some sense of the values and assumptions under which the provider operates. Information on values and priorities can be gleaned through personal interviews, contacts with previous users of this TA provider, and written materials such as mission statements, organizational goals, and objectives of the TA provider organization.

EVALUATION QUESTIONS: "VALUES BASE TO TA"

1. Do you have a clear sense of your own organization's values in regard to the area of concern?

2. Do you have a clear sense of the TA provider's values in this area? How did you discover this information?

3. If not, how will you go about getting it?
   Does the provider have written material on organizational mission and goals?
   Have you checked previous users of this TA service?
   Have you met or talked to the TA provider?

Identifying the Critical Parties Involved

In a TA process there are always three parties affected - users, providers, and clients - and often a fourth, brokers of TA, are included. Part of a needs assessment process, prior to use of TA, is a clear understanding of the stake of each of these parties in the goals desired. The simplest way to identify the needs of each party is to ask. This is an essential, though often not a sufficient condition for an accurate appraisal of constituency needs.

It is tempting in the human service world to accept an overly simplistic view that all parties have the goal of serving the client, and therefore to assume that all of the needs of the four parties listed are congruent. While the overriding mission may be similar for all these players, specific needs certainly are not.

Several public service entities may be working with the same clients, but they operate under different laws, regulations, traditions, funding structures, and priorities. They also always need to balance individual client needs with the overall agency service delivery. Private providers must balance demands of a board of directors with those of the funding sources and the clients as well as maintaining good enough relations to ensure continued funding.

Providers also must balance individual client needs with those of the total organization. Individual clients and family members rightfully should be concerned with getting their own needs met, regardless of the system's problems. Advocates presumably sublimate their own agendas to the furtherance of client goals, but the reality is complicated by the need to maintain their own funding base and often by the "test case" mentality.

Differing needs which must be addressed as part of TA planning and implementation would occur, for example, when a traditional sheltered workshop is being "pressured" by a state Department of Mental Retardation (DMR) to seek TA to create off-site integrated work opportunities

for its clients. The DMR is pressuring the workshop because its State Secretary of Human Services feels it is "behind the times" in terms of offering employment opportunities for retarded citizens. Needs differ. As an example, the following statements of needs were identified during the "conversion phase" of the supported employment movement:

DMR Staff	- Want to get the state Secretary of Human Services "off its back."
Facility Staff	- Want to feel as if they are valued for what they have done, not that it's not good enough. - Have concern whether they can find off-site employment. - Have concern over funding. - Want some help to do what is being asked.
Facility Clients and Families	- Want better paying jobs. - Want more special attention. - Do not want to feel they're being pushed out of a secure and safe place. - Want a promise of on-going help.
TA Provider	- Wants to convince facility of worth of Supported Employment. - Wants to do a good job. - Wants to fulfill his/her contract.

Any advocate for the use of TA must initially identify: (1) what needs will be affected by any change in the area targeted; as well as (2) which needs have to be addressed as part of the TA process itself. This can be done informally on the basis of personal history and insight, social meetings, and "keeping an ear to the ground." In addition, it can and should be done formally via staff meetings, client interviews, questionnaires, etc.

Most probably, this personal needs identification process will take place both as a prerequisite to the formal TA process (as a way to decide its utility in a specific situation) and as part of the initial assessment the TA provider must do. Obviously, a potential TA user must not become enmeshed in an overly cumbersome task at this stage of the process. Many of the methods of determining needs can be combined and can take place concurrently. But, the basic process of understanding and looking at differing needs is absolutely essential to change.

Finally, a point must be made about voluntary versus coercive TA (TA to respond to a self-identified area of concern versus TA to respond to an area of concern identified by an outsider - often a funding source). The assumption made throughout is that the potential TA user has at least been convinced of the need for TA, even if the area of concern was not self-identified initially. A TA user (par-

ticularly a rehabilitation vendor agency) may face the scenario as outlined in the case example above. Coercive TA is not necessarily bad. Advocacy is often needed to get momentum going, since most people and systems resist change.

Often organizational changes are precipitated by external forces. An organization, that truly does not believe that the need identified for TA is a real one or does not at least have an open mind, must confront its own system's values. Then the organization can decide how far it should continue in the TA process. If differences of great magnitude exist between the potential user and the broker, these differences need to be confronted early on so as not to make a sham out of the TA intervention.

EVALUATION QUESTIONS: CRITICAL PARTIES INVOLVED

1. Have you examined the needs of your staff, clients, and vendor agencies with respect to the area of concern you have identified?
2. What methods have you used to examine those needs?
3. Has the TA provider been apprised of these needs?
4. How will the TA process take them into account?
5. What will be necessary to encourage any of these parties to change?

How to Find a Broker and What to Look for in a Broker

Accessing technical assistance can be a complex task. It is increasingly difficult for administrators who are not familiar with the latest innovative practices to identify, access, and select consultative technical assistance providers. Therefore, the role of brokering, that is, helping the user identify where to find the technical assistance expertise desired, has grown in importance over the years. The broker is the "middle person" who will guide, advise, and/or help the user get the necessary services. The service could involve any or all of the following: (a) providing a link to a person/agency with similar concerns who has received help, (b) recommending a qualified person-/organization to provide the TA, and (c) arranging and/or paying for the TA itself.

Where can an organization find a broker who is capable of providing such services? There are entities, often connected with university programs, who function as TA brokers in a formal capacity. However, some organizations or individuals can function very effectively in this role even if they are not formally designated as brokers.

As in any other form of networking, there is no substitute for "broadcasting" your need to the widest possible area.

In general, there is a much greater problem in finding the right broker and provider among a set of choices than there is in locating potential candidates for one of these roles. However, given the resource and time constraints on most rehabilitation organizations, there is often a tendency to ask one person or organization for a name or two in a general topic area without clearly delineating the need or seeking a broader array of options.

Brokers can be staff or clients of the user, universities, other program providers, members of the board of directors, public agencies like Vocational Rehabilitation (VR), Departments of Mental Health and Mental Retardation, school systems, friends, Vocational Research and Training Centers, etc. The only way to find brokers who do not come to you <u>is to ask</u>. Asking may be done via phone calls, letters, articles in newsletters, or flyers. Because of the issues around ego, vulnerability, risk-taking and possible sanctions (all addressed earlier in this Chapter), this seemingly simple step of getting the message out is not as straightforward as it might appear.

The wide broadcast of the need is crucial, as information dissemination is an imperfect science at best. There is a grand aura, which can be useful in achieving certain goals of the TA, in bringing in an outside expert recommended by someone equally remote from the day-to-day operation of the user program. But a decision to proceed in this fashion should be made knowingly, not through lack of outreach.

The "outside expert" brokered through a distant source demonstrates a visible commitment to change on the part of the user. Such a person provides a natural allure to capture the attention of staff, who may be recipients of the TA, and presumably will allow access to new knowledge or perspectives not usually available to the user. The limitations of this strategy are that the broker and/or provider may not have a clear understanding of the user organization. Also, it is often costly and the potential for follow-up and fine tuning is more limited.

There is generally a great deal of time and effort that goes into finding a broker. It is much easier to do it in a sloppy fashion than in a thorough manner. Often, no one will know whether you've selected a broker who can really aid your search or someone who was simply readily available. However, if the problem is weighty enough for you to invest the resources that a TA effort involves, it presumably is of such a magnitude that you would place an organizational priority on finding the right broker.

How does one determine whether the broker is a credible source of information? You may ask your peers about the reputation of the broker in helping people access needed technical assistance. The broker's major interests and expertise may also reveal some of the biases that enter into referrals. While someone who gets approached as a broker may, in fact, be willing and able to serve as the TA provider, there is

an obvious self-interest involved in the brokering process which must be understood: Caveat emptor! Buyer beware.

Once a broker has been identified, basic information about your needs should be articulated to that individual. Such information minimally includes a general description of the needs and the specific dimensions and attributes of the needs, as described in Table IV-2. Some indication of the resources that may be available to pay for this expertise will also help. A description of the mission and goals of the organization will also provide the broker with necessary information regarding the recipient of the technical assistance. In addition, if you have a preference in the format of the technical assistance, such as the use of communication via computers, the broker should be informed in order to better determine who can best help you.

The more specific the information provided to the broker, the greater the likelihood that you will have a "good" match or referral to address your need. A broker can arrange a match, but it is up to the potential user to make a decision on whether on not to use the referral based on the values and goals enunciated previously.

Given the exigencies of time, resources and other priorities, it is tempting to delegate the job of finding the "right" TA provider to the broker. While a competent and respected broker can enhance this matching process, a potential user must not abdicate the responsibility of ensuring that its needs can be adequately met in all respects (skills, styles, values, format, etc.) by the potential TA provider.

EVALUATION QUESTIONS: HOW TO FIND A BROKER?

1. What would you like the broker to provide?
2. Is the broker a credible source to meet your needs?
3. What information are you prepared to share with the broker to help him/her identify appropriate resources?

Timeliness

The ability first to identify an area of concern and then to engage a TA resource to problem solve in a timely manner is a key ingredient in effective use of TA. Timeliness is often equated with speed, the authors here are using the concept in a purer form, meaning "occurring at its proper time" (Webster's Dictionary, 1987). Since inertia is frequently a major problem in many organizations, effectively addressing a problem without too much time elapsing, is usually what is needed. But a user of TA should not just identify the area of concern and the stage of program development, but should understand the interaction of these two factors in terms of timeliness. Changing too

soon without giving a program a chance to mature can be as deleterious as rigidity in the face of change.

TA needs to be rendered in a timely fashion for the simple reason that some important alteration within the organization is presumably required. Unless the intervention is rendered within a time frame in which change is feasible and acceptable, the process is wasted. Assessing this timing involves a multiplicity of factors similar to those involved in identifying an area of need in the first place. New legislation, values shifts, new staff, social pressures, new technology, etc. all influence the appropriateness of the intervention. An organization that has just hired a new Executive Director might need some time for that major change to be absorbed before developing a TA project. Conversely, an excellent point for an organization to engage in a TA intervention probably would be at the time of the passage of new legislation requiring the organization to do business in a different way.

A second practical reason why timeliness is important is that a timely intervention (in this scenario, particularly a speedy one) demonstrates to the organization, its clients, and the community at large the visible commitment to change. Such efforts communicate a sense of seriousness of purpose, "good will," a forward movement, and active problem solving. A program that "digs in its heels" in the face of problems to the point where it will not even examine the possibility of change often finds itself with too many enemies and not enough allies.

As noted in the previous paragraphs, a clear distinction must be drawn between "timely" and "speedy." While intellectually the differences are clear, there are other facts at work which often muddy the issue. Administrators, who are proactive in their approach to problem solving and wish to make an immediate visible impact in a new position or with a new service, would presumably be more prone to using some TA. The need to let events develop, to the point where an organization may be more ripe for a TA process, often goes against the emotional grain of people who see themselves as change agents. They may see themselves as persons with great clarity of vision and are very outspoken in their opinions. There is certainly no hard and fast rule of timeliness to use and sometimes, as mentioned earlier, exact timing may be beyond the user's control. However, consulting a person familiar with the organization and the problem or opportunity for which TA is sought, but without a vested interest in the timing of the TA process (i.e., not the potential provider) can help solidify the decision on timeliness, without unduly delaying the process. Such a person might be an old friend, a board member, an administrator of an organization having a similar area of concern for TA, or an administrator of an organization at a similar developmental stage.

EVALUATION QUESTIONS: TIMELINESS

1. How soon does the area of concern need to be addressed? (Immediately? Two months? Four months? Six months?)

2. How does the TA timeline fit into the user's stage of program development?

3. How does the user organization view the provider of TA at this time? The clients? The outside world (funding agencies, advocates, legislation, etc.)?

4. Has the potential user conferred with someone who can give relevant feedback re: timeliness?

Motivation

The previous paragraphs have focused on timing as it relates to organizational needs. However, timeliness and the concept of personal motivation go hand in hand when individuals are asked to participate in a change process. Motivation has been most simply defined by Richman & Richman (1976) as a "decision to act", or in Webster's Dictionary (1987) as a "need or desire that causes a person to act."

Two questions need to be addressed here: What impact does individual motivation have in the timing of a TA intervention? and What are some of the factors that can motivate people to initiate a TA process and the changes inherent in such an endeavor?

The simple answer to the first question is "A great deal!" Change is not undertaken by organizations as a whole but by people within an organization. Without the motivation to participate, the possible need of the organization for this intervention is usually ignored. An organization has no corporate mind or intention. Even an entity with well defined, articulated mission and goal statements, and a comprehensive program evaluation component must out of necessity have those translated through the actions of individuals. Also, the factors that make up a "Timeliness Decision" for TA are often of a subjective nature. There are generally no clear cut thresholds in an organization that would automatically trigger a TA intervention. A decision maker's judgement as to the "right" time for TA cannot help but be colored by his/her motivation to carry out such a process. Staff motivation to participate positively in a TA "event" should be a factor in both the timeliness decision as well as the timing of the specific activities that comprise the totality of the TA.

The second question poses more complexities and does not lend itself to as simple an answer. Clearly one major component of motivation is felt need which is discussed extensively in the section on

"Defining the Area of Need." As noted, the clear delineation of an area, which lacks resources or needs improvement, will enhance the motivation of individuals within a unit to participate in a TA change process which addresses that need.

However, frequently motivation corresponds most closely to the expectancy theory of motivation. This theory posits motivation to be a result of expectancies - the expectancy that effort will lead to desired performance which in turn will lead to desired outcomes (Lawler, 1971).

Another way of summarizing this view of motivation is that it is a function of values (What is important to the person?; What felt needs do they have?) and expectancy (What is the likelihood that the effort required will get the needs satisfied?).

Therefore, the connection between timeliness and motivation in the TA endeavor requires that the leaders of the effort do an effective job of identifying both the needs of the stakeholders (including the leaders themselves) and the perceptions that these parties hold as to the end result of their efforts. Of course, engaging in TA for the purpose of effecting a change that no one thinks is needed, is by its very nature ineffective. But beginning a process which the participants feel cannot achieve the expected impact, without addressing that sense of impotency, would be just as deleterious - even though the need may be a clear one to all the actors involved.

The motivation of the individuals whose participation in the TA effort sought, must be influenced by both factors. The groundwork, which an organizational advocate for the TA must lay prior to the start of the process, must involve activities whose outcome will have an impact on the way people perceive the needs addressed and the process by which they will be engaged.

The following is an excellent summary of what constitutes motivation from the industrial psychology literature. While the topic is stated more in terms of job performance motivation, the measures cited serve as a comprehensive checklist to help guide a person who is seeking to ensure that personal motivation is congruent with the desired timing of the TA. These steps to effective motivation are:

1. Discovering each individual's needs and desires.

2. Identifying how these needs and desires can be satisfied.

3. Communicating with employees that their desires can be achieved if recommended procedures are followed.

4. Enhancing the desirability of the needs in order to make them more attractive.

5. Convincing the employees that their goals are worth the effort required to attain them.

6. Providing the techniques which will result in the attainment of goals by following the advocated course.

7. Initiating and maintaining employee activity that will ensure the accomplishments of present goals (Leavitt, 1972).

EVALUATION QUESTIONS: MOTIVATION

1. Has the organization identified the felt needs of the stake holder - what are they?

2. Has the organization identified the stake holders expectancy of a successful outcome to the change process? What are they?

3. What steps has the organization taken to motivate the stake holder in the process?

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MYTH

Use of technical assistance is an admission of failure.

CHAPTER V

USER'S GUIDE: THE PROCESS ITSELF

The following chapter serves as a natural complement to the ideas set forth in chapter IV. It continues the focus on a values base to technical assistance (TA), a client outcome oriented approach, and the user enablement aspect of the TA process. In addition, it highlights the importance of the need for nurturing change throughout an organization by building support for a TA intervention through key staff advocacy as well as methods for developing mutual accountability between user and provider. Specific examples of TA agreements will be given in the appendix using the ideas set forth as implementation guidelines. The emphasis remains on providing practical advice to both current and potential users of TA.

The chapter examines various aspects of the provider's role as potential change agent. These roles may introduce conflict to the TA process. This conflict is often a natural and healthy, albeit unsettling byproduct of the intervention. The potential TA user is given ideas on anticipating this event and confronting it in a productive way.

Areas That Are Covered in This Chapter

1. Formal versus informal TA.
2. Internal marketing of the TA.
3. Developing mutual accountability in the TA process.
4. Evaluation of goal achievement.
5. Risk taking.
6. Ethical dilemmas and conflict resolution in the change process.

Formal Versus Informal TA

Technical assistance is provided in a variety of informal ways as well as through a formal contract with an outside expert. Staff within an organization, clients, advocates, and the local network of service providers and funding agencies can all be TA resources. They are brought into the process through the use of informal strategies such as questionnaires, advisory groups, phone calls, site visits, and social contacts. This form of TA is designated as "informal" not because the providers lack a reservoir of expertise, but rather because those

resources are "helping out," giving feedback on services, or simply offering advice. Usually, this method has no work plan, nor are evaluation activities of the service contemplated; and, in fact, this method is often not considered as TA at all. For example, in human service organizations it is common to see clients as part of this informal process by distributing client satisfaction surveys, doing client interviews, having clients sit on advisory boards, and use of other feedback mechanisms.

One advantage of this informal networking is its direct monetary cost as the consulting fees are usually nil. However, there are often significant costs involved in staff time and material costs. Some other advantages are:

1. No elaborate plans need to be made.

2. No formal identification of problem areas needs to be made.

3. A level of comfort usually exists between the user and the provider.

The disadvantages are that sometimes "you get what you pay for" in that the provider feels no obligation other than to offer advice; the local network may not be the best source of expertise in the area of concern; and it lacks the credibility and "glamour" of a formal process, which can enhance the impact.

A "formal" TA involvement is characterized usually, though not necessarily, by a monetary or bartering contract. It is essentially characterized by the inclusion of the following elements:

1. A specific needs assessment done in the areas of concern.

2. Goals and work plans are developed before the TA begins.

3. A list of process checkpoints used.

4. The development of an evaluation plan.

A "formal" TA process may, in addition to or instead of the usual outside expert, involve any of the persons noted as sources of informal TA - including program clients. The distinction is drawn by the process used and the nature of the relationship developed between the user and the provider. A business relationship is generated with demands on both sides and a "contract" developed between the parties.

Staff and clients can and should be used more frequently than is currently done as formal purveyors of technical assistance. If, in fact, these parties have an area of expertise that can be drawn upon, they should be given the inherent recognition of the more formal TA process. However, since part of the TA process involves the desire for significant program change, it is fair to state that the use of an outside "expert" for the TA process imparts an aura of seriousness and

dynamism that is often essential when breaking through some of the initial barriers to change.

EVALUATION QUESTIONS: FORMAL VERSUS INFORMAL TA

1. Can the needs identified be met by formal or informal TA?

2. What are the advantages of informal versus formal TA in this situation?

Internal Marketing

Internal marketing is essential to an effective technical assistance effort particularly if the goal is to create "real" organizational change. The users must first of all feel a need for the technical assistance. If a need is not perceived, then it is incumbent upon the leader to cultivate the perception among the stakeholders that the need is critical. The importance of the user articulating the felt need is supported in the early literature on problem solving. Lippitt, Watson and Westley (1958) revealed seven phases that apply to the process of using technical assistance. They are (a) developing a need for change, (b) establishing a change relationship, (c) clarifying or diagnosing the (client) system's problems, (d) examining alternative routes and goals, (e) transforming intentions to change efforts, (f) generalizing and stabilizing change, and (g) terminating the relationship.

Provision of technical assistance implies that some change is expected. When change is expected, resistance can also be expected. Resistance to anything new, including the involvement of an outsider in the day-to-day operations of the agency, is a normal expression of the basic human desire to preserve a stable society. LaPiere (1965) states that resistance may be classified as emotional, moral, aesthetic, rational, and self-protective. The role of the person(s) involved in internal marketing of the need is to address these naturally occurring factors that inhibit receptivity to technical assistance. In some situations, the provider of technical assistance may be given the task of creating organizational consensus of need.

Identification of stakeholders in the user's organization helps identify the people whose perceptions need to be addressed. The person requesting the TA needs to understand the internal factors of the organization to plan for effective utilization of technical assistance.

Developing Internal Support and Advocacy

Backer (1988), in speaking of organizations which adopt innovations states that, "its chances for success are much greater if influential staff members (especially those who are well-respected and

well-liked by others) express enthusiasm for its adoption." There always exists a natural dichotomy in most entities between the management and line staff. An assumption is often made by line staff that any changes made are done at their expense (i.e., work harder, faster, better). Development of advocates for the TA process, throughout the users' personnel structure, is necessary so the appearance is not given that the TA intervention is merely some bored executive's plaything.

Also, people informed and interested will make many of the tasks, inherent in a TA process (e.g., collective interviewing, case reviews, site visits, etc.), easier to accomplish without foot dragging on the part of suspicious staff. Presumably, this staff engagement begins early on, at the needs assessment stage. Carrying it over to the in-process part should involve merely an extension of the effort, not an initiation.

While stressing the importance of lining up the informal leadership network of the organization, since it is often overlooked, the authors do not wish to minimize the other element of the internal advocacy network. Clear messages from the executive structure in the form of meetings, memos, personal conversations, are just as vital to lining up support for the TA venture.

Once the stakeholders have been identified, it is critical to assess the degree to which each of the stakeholders has a strong desire to have the identified need met. In addition to determining the importance of that need, it is equally important to assess the degree of consensus among the stakeholders that the need is indeed high. The rationale for spending time and resources in cultivating internal marketing is one that is grounded in organizational literature suggesting that individuals in organizations must have a sense of ownership or commitment before actively supporting change. That is, if the outcomes desired necessitate changes in policies, procedures, and the role of staff, then support from all of the stakeholders is paramount.

Developing a method of participative decision-making through small group meetings is urged. These meetings should concern issues related to the needs perceived by an individual or a group. Such decision-making meetings help assess the level of consensus and may sometimes help in identifying a common need. Research on organizational change suggests that it is extremely important to obtain support at the administrative and direct staff level for any new idea to be adopted (Tornatzky, Fergus, Avellar and Fairweather, 1980). For example, in the national dissemination study of a new community support living and work program, administrative support and psychiatric hospital in-patient unit staff support were critical to full implementation of change. The administrative support took the form of creating new policies and procedures to accommodate the new program; the staff support took the form of implementing the newly learned skills on the wards. This cooperative effort within the organizational hierarchy is critical for successful change to occur.

Internal marketing also involves development of agreement about roles to be played in the process of receiving the technical assis-

tance. First, the people who will receive technical assistance need to be identified. Second, those who will coordinate the provision of technical assistance and conduct the follow-up on translating the new knowledge into action within the organization need to be identified. Third, some agreement about how progress will be monitored needs to occur. Too often, outside consultants provide technical assistance, but the recipient organization is unable to utilize the service fully because of a lack of planning about the use of that assistance.

EVALUATION QUESTIONS: "INTERNAL MARKETING"

1. Has the executive level of the user organization made clear formal statements about the goals and elements of the TA process?
2. Has any attempt been made to develop alliances among the informal leadership within the organization in support of the TA effort?
3. Have the major stakeholders in the process been identified?
4. Has each person's role in the process been identified?
5. Does the user organization have a plan for resource management to implement changes as a result of the TA?
6. Have the staff affected had any input into this plan?
7. Are the staff and resources needed in place or will new ones to be added?

Mutual Accountability

It is unfortunate when users of TA feel that the provider has not covered needed services. It is equally frustrating for the TA provider to discover that the needs and the conditions under which services would be delivered were not clearly understood. In addition, since users of TA in the rehabilitation community are often public or private, nonprofit entities, there are often legal implications to be considered. In using public monies, the TA user has a certain amount of legal liability to verify that the services contracted for were in fact delivered in a satisfactory manner.

In using a TA resource, accountability need to be developed, for both the user and the provider. Much more emphasis is placed on defining accountability for the provider than the user of TA. There are ways to avoid these undesirable situations. First, needs are identified in specific term and communicated to the provider. Second, written agreements about any expectations, products, and services

desired is particularly useful. The following elements stated in a written agreement provide clarity of expectations for the user and the provider.

TABLE V-1

Elements in a Written Agreement

1. Products and services to be provided.
2. Time frame for delivery of products and services.
3. Identification of recipient of services.
4. Identification of the provider of services.
5. List of behavioral outcomes desired.
6. Description of how these outcomes will be measured.
7. Identification of who will do what to whom in what time frame.
8. Remuneration for services.

It is often helpful to review the document jointly to determine whether the elements are commonly understood. The development of a workplan that addresses the products, services, and time frame for delivery is often very desirable.

In addition, clarity about the roles and task expectations of both parties will be helpful. The example in Table V-2 describes one set of expectations. Formal contracts between the provider of services and the receiver often clarify the expectations on all parties involved. The appendix contains several examples of contracts between the technical assistance provider and the receiver.

TABLE V-2

Roles and Expectations

User	Provider
1. Provide historical context of the issue.	1. Provide services and products on time.
2. Articulate specific needs.	2. Follow guidelines established by the contract.
3. Describe characteristics, biases, and unique needs of recipients.	3. Respect values of the organization and the recipients.
4. Describe organizational values.	4. Available for follow-up and questions that relate to the TA.

Beyond the contractual arrangements, a TA user must define for itself and the TA provider: (a) what goals it has for the TA process, (b) what concurrent actions it will be taking to further the consultation efforts, (c) what timelines it has set for itself, and (d) what commitment it will make to implementation of TA recommendation. Effective use of TA involves much more than "turning a consultant loose." It involves an organizational capacity to state its values, develop goals flowing from these values, look critically at itself during the process of TA, and commit itself to effect changes in goals and process consistent with its values as a result of the TA intervention.

Another way an organization holds itself accountable, in the TA process, is to make an up-front commitment to share the information it learns with the outside world. Rehabilitation programs are part of a social fabric that emphasizes societal responsibility to assist people who operate under disadvantages. A TA user, as part of this framework, should accept the responsibility to disseminate the significant issues that have been identified and the changes recommended. This dissemination can range from the publication of research studies, to journal articles, to newsletter pieces, to open houses. The intent is not to emphasize any one form of dissemination, as of more value than others, but rather to stress the value placed on a rehabilitation organization's responsibility to contribute its knowledge base to the rehabilitation community.

As well as this networking value, committing to publicizing the TA intervention and its results produces self-imposed pressure and level of risk on the TA user. It is much harder to ignore recommendations

when other interested parties (clients, families, service providers) know what they are and why they were made. If changes are not made or there is no discernible outcome of the TA process, this decision (if merely a result of institutional inertia than reasoned decision-making) would be harder to defend. The scrutiny of other people in addition to the organizational leadership makes such a position less tenable.

Finally, the dissemination process, since the program exists in a broad rehabilitation community of interest, allows an organization to play multiple roles in TA. One organization, depending on topic and timing, may be a broker, a user or a provider of TA - sometimes in rapid succession or even at the same time. The willingness to provide information about the TA process and outcomes will facilitate the user's capacity to function in these different arenas as the need arises.

EVALUATION QUESTIONS: ACCOUNTABILITY

1. Does the TA provider clearly understand:

   What tasks need to be done?
   What the goals of the TA are?
   What the timelines for the activities are?
   What the checkpoints are along the way?

2. Is there a written agreement specifying the above points?

3. Is the TA user committed to any changes that need to be made as a result of the TA?

4. Have other parties outside the organization been informed about the TA process from beginning to end?

5. What plans have been made to share the information learned and changes made with the outside world - other providers, funding agencies, universities, advocates, etc.?

Evaluation of Goal Achievements

The use of a technical assistance intervention must be evaluated in light of the mission and goals of the user and the intended outcomes for the process. The basic principles that should guide such an activity should be congruent with those guiding the function of program evaluation in general, which have been cited in the rehabilitation literature. A key factor identified, is the need to define program evaluation as a core ongoing management function, not an outside activity. A distinction should be made between the monitoring of the TA activity and evaluating it. The difference between monitoring and

evaluating the TA activity is the difference between process documentation (how the TA was carried out) and measurement of the outcomes derived (increase in people served, quicker response time, more job placements). Also, a common reaction to the process of being evaluated is that the evaluator doesn't fully understand the dimensions of the task, nor what is actually performed on the job (Boschen, 1984; Spaniol, 1986).

Planning. Plans for evaluation begin with identification of the person(s) responsible for evaluating the process and outcomes of technical assistance. Once decided, it is critical to determine the dimensions worth measuring. Minimally, it is advisable to develop a plan for the implementation of technical assistance and assess whether the plan reflects acknowledgement of some of the following: (a) consensus of why there is a need for such assistance, (b) logical sequence of events for the implementation of technical assistance, (c) clear delineation of timeliness, (d) delegation of responsibilities to specific people, and (e) clear expectations of the results anticipated from the technical assistance.

Implementation. The evaluation of the technical assistance can readily occur if the preceding topics covered in this chapter have already been addressed. Both an internal consensus about the need for technical assistance and creating an agreement with the provider lead to development of useful evaluation plans.

Follow-up. It is usually assumed that technical assistance will lead to long-lasting change and that such long-lasting change is desirable. Evaluating the technical assistance impact, over time, on critical variables will help determine whether the solution was long lasting. If not, then plans for problem solving can follow. Particularly important, is the allowance of time for the program changes made as a result of the TA to bear fruit. Evaluating too soon can be just as damaging as not evaluating the impact at all. Conversely, some impact should occur in the area of concern within a reasonable time frame (6 months or less). Things or people cannot change unless something is done differently. It is also difficult to maintain any momentum for change without some fairly quick feedback. The main point is that without follow-up, the long-term worth of the intervention that was supposed to address a need cannot be assessed. Furthermore, it will be costly for an organization to have critical needs that are unmet as a result of technical assistance that may not have been effective, or that may not have addressed the "true problem." Thus, it is critical that the follow-up be a major part of the evaluation associated with the provision of technical assistance.

EVALUATION QUESTIONS: "EVALUATION ACTIVITIES"

1. Has an evaluation plan been included in the TA process?

2. Do the areas to be evaluated relate directly to the areas of concern identified? Are they measurable and observable?

3. Does the evaluation plan include a client impact evaluation component whose first checkpoint extends no longer than six months post TA?

4. Has a long and short-term work plan been developed? Are process checkpoints included in the monitoring?

5. Does the evaluation plan include a mechanism for feeding the information back to interested parties?

6. Is there an advisory board to the project to review this data?

7. Is there a "course correction" or problem solving mode built into the follow-up procedure?

Risk Taking

The inclusion of any external person in the operation of an organization often poses some risks. Nevertheless, lack of utilization of technical assistance because of fear of the high risks associated with such use, will not solve problems or lead to needs being met. Some common fears associated with risks of outsider involvement include: the appearance of incompetence; the lack of skill in managing consultants or providers of technical assistance; the inability to get one's money's worth out of such a relationship; and the creation of a situation in which information leading to unreasonable expectations for the organization will be presented to the staff.

Assess your need for technical assistance on the dimensions of risks and the negative consequences of not using TA. What are the negative consequences on not using TA? The greatest dilemma for the user is when the risk and negative consequences of continuing the status quo are both high. The prior sections on accountability and empowerment addresses some of the concerns related to this area.

EVALUATION QUESTIONS: RISK TAKING

1. What consequences are related to not using TA?
2. What are the risks associated with using TA?
3. How can you reduce the risks?

Ethical Dilemmas and Conflict Resolution in the Change Process

It is difficult to address roles without touching upon ethics. The TA provider in many respects is an agent of change who influences and delivers services to the recipient of TA. The relationship and communication between the provider and receiver are the focal points of this section. In addition, the section will identify some of the ethical and value conflicts that providers and receivers of TA might encounter.

TA providers are not free of biases; they have opinions and values. Thus, it is imperative for the receiver to recognize that TA providers do not operate in a value-free framework. As such, the TA recipient must identify the provider's values for they will certainly impact upon how the provider defines problems, and the kind of solutions and strategies proposed, implemented and evaluated (Guskin and Chesler, 1973). How then, does one find out what are the provider's values? Simply reading the provider's resume is not the solution. It is suggested that the persons seeking a TA provider use multiple approaches. Helpful sources of information include others who have received TA from this provider, the provider's colleagues, the types of products that have followed after the provision of service, and the methods used to provide TA.

The provider is often the most helpful source of information. The recipient may ask the provider to describe the kind of relationship the TA provider likes to establish with the recipients; how (s)he envisions conducting ongoing communication in the process; how much and what kind of information the TA provider would like; how much "control" the provider expects over how (s)he delivers the service and how accountability can be established. It is critical to discuss these issues with the provider because sometimes the provider may not be aware of how these values and expectations affect the relationship. Ideally, the provider will ask to discuss these issues openly with the recipient.

The compatibility and fit of the provider's values and goals and the recipient or recipient's organizational values and goals must be addressed. Occasionally the recipient may select a provider to present information about a topic that may not necessarily be valued by the entire organization but fits into the interests and values of a small group of people in the organization. For example, a cadre of staff in

an organization that is clearly still predominantly providing sheltered workshop services may request supported employment TA. In such a situation, the provider needs to be informed about the situational context and the goals of the technical assistance. The provider is then alerted to expect some resistance to his/her assistance.

Sometimes the provider and the recipient may belatedly discover that the provider's and the recipient's values and goals differ. Discussion about such differences need to occur and alternative solutions need to be developed; dissolution of the contract and discontinuation of services may be an option if the differences are too great. The contract may be most helpful to clarify the agreed upon obligations and the nature of the relationship. (see Appendix).

In general, it is useful to examine the provider's values as they are related to the services (s)he will be performing such as problem definition, planning, implementation, and evaluation. For example, it might be quite appropriate to determine the provider's values on participatory decision making if the services were related to planning. If the goal is related to implementation of change, then some of these questions might be appropriate to pose. How much information should the provider give the recipient on the consequences anticipated from the implementation plan? How much choice does the recipient have in the plans for change? What responsibility does the provider have for dysfunctional consequences of the intervention? There is a critical need to establish consensus of goals and roles to be played in the TA process. Clarity of goals and roles, and good communication between provider and receiver over the process are essential ingredients to increase successful use of TA.

EVALUATION QUESTION: ETHICS AND CONFLICT RESOLUTION

1. Do the TA provider's values and goals conflict with the organization's values and goals?

2. Do the TA provider's values affect the service (s/he) will be providing?

3. Have you, the recipient, chosen the types of services or methods of creating change in your organization that the provider will be advocating?

4. Have you, the recipient, provided adequate information about the situation in which the provider will be working?

5. Have you, the recipient, provided sufficient information about:

   Who will be the recipient of services?
   What are the products and services to be delivered?
   What are the nature of the roles to be played by the provider and the recipient in the TA process?

Finally, the following quote offers some helpful thoughts to organizations contemplating a TA process. It is from Herb Shepherd's (1973) article, Rules of Thumb for Change Agents.

> Staying alive means staying in touch with your purpose. It means using your skills, your emotions, your labels, and positions, rather than being used by them. It means not being trapped in other people's games. It means turning yourself on and off rather than being dependent on the situation. It means choosing with a view to the consequences as well as the impulse. It means going with the flow even while swimming against it. It means living in several worlds without being swallowed up in any. It means seeing dilemmas as opportunities for creativity. It means greeting absurdity with laughter while trying to unscramble it. It means capturing the moment in the light of the future. It means seeing the environment through the eyes of your purpose.

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APPENDIX

The examples given in the appendix have been provided through the courtesy and with the approval of the Regional Rehabilitation Exchange of the Southwest Educational Development Laboratory in Austin, Texas.

**MEMORANDUM OF AGREEMENT
BETWEEN THE
SPECIAL EDUCATION DEPARTMENT OF TEMPLE ISD
PROJECT PASSAGE/KLEIN INDEPENDENT SCHOOL DISTRICT
AND THE SEDL/REGIONAL REHABILITATION EXCHANGE
CONCERNING EXEMPLARY PROGRAM/PRACTICE ADOPTION/
ADAPTATION TECHNICAL ASSISTANCE**

Ms. E. Eileen Humphrey
Director
Project Passage, Klein ISD
7200 Spring-Cypress Road
Klein, Texas 77379-3299

Ms. Nola Hamlin
Supervisor
Temple Independent School District
Special Education Department
P.O. Box 788
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John D. Westbrook, Ph.D.
Preston C. Kronkosky, Ph.D.
Southwest Educational Development Laboratory
211 East 7th Street
Austin, Texas 78701-3281

I. PERIOD OF PERFORMANCE:

The period of performance of this AGREEMENT shall be from April 28, 1989 through May 6, 1989.

II. BACKGROUND:

A. The Director of Special Education has requested technical assistance for the Special Education Department of the Temple Independent School District located in Temple, Texas.

B. Project Passage is a program within the Klein Independent School District which provides vocational placement for students in either community-based competitive employment or transitional work settings. It was identified in November 1984 as an exemplary program of the SEDL/Regional Rehabilitation Exchange (RRX), by the RRX Advisory Board in the area of

Short-Term Transitional Programs. Staff at Project Passage have developed expertise in the development of community placements for students or former students with severe disabilities. Project Passage was also found to be exemplary in the area of Adult Learning Disabled Programs.

C. The Regional Rehabilitation Exchange (RRX), is a National Institute on Disability and Rehabilitation Research project which promotes the adoption/adaptation of exemplary rehabilitation programs and practices through the provision of technical assistance. The RRX has identified several core areas including adult learning disabled programs, short-term transitional programs, and transitional programs with ongoing services in the vocational rehabilitation process.

D. The Southwest Educational Development Laboratory (SEDL), is a private non-profit organization. The RRX is federally funded through a cooperative agreement between the SEDL and the National Institute on Disability and Rehabilitation Research in Washington, D.C.

III. PURPOSE:

The purpose of this agreement is to provide technical assistance from staff at Project Passage/ Klein ISD to staff within the Special Education Department of Temple ISD.

IV. THE REGIONAL REHABILITATION EXCHANGE SHALL:

A. Provide funds for travel expenses and consultant fees associated with the provision of technical assistance from Project Passage/Klein ISD to the Special Education Department of Temple ISD. All RRX funds encumbered or to be paid as a result of this agreement shall be in accordance with established SEDL Travel Reimbursement Guidelines, and in an amount not to exceed that specified in the SEDL/Request for Consultative Services, and letter to the consultant dated April 17, 1989.

B. Designate Ms. Roselyn J. Hill of the SEDL/RRX to coordinate this activity.

C. Designate Ms. E. Eileen Humphrey of Project Passage/Klein ISD as the exemplary program consultant that will plan and provide technical assistance pursuant to this agreement.

V. THE SPECIAL EDUCATION DEPARTMENT OF TEMPLE ISD SHALL:

A. Utilize technical assistance program components/practices from materials and consultation with RRX staff and exemplary program staff.

B. Determine the appropriate staff to participate in the April 28, 1989 technical assistance activity and ensure that their work schedules allow for their undivided attention during the technical assistance activity.

C. Provide cost and program related data to the RRX concerning the implementation of RRX-identified model program as described in this Agreement.

D. Disseminate information concerning RRX technical assistance resources and capabilities as appropriate.

E. Provide feedback to the RRX concerning the technical assistance resources and activities utilized.

F. Provide for the consultants meals during the onsite visit (a single day event), in accordance with established SEDL Travel Reimbursement Guidelines, and in an amount not to exceed that specified in the SEDL/Request for Consultative Services, and letter to the consultant dated April 17, 1989.

VI. PROJECT PASSAGE/KLEIN ISD SHALL:

A. Collaborate in the planning and implementation of technical assistance activities for the Special Education Department of Temple ISD to be held in Temple, Texas on April 28, 1989.

B. Identify Ms. E. Eileen Humphrey of Project Passage/Klein ISD as responsible for the planning and provision of technical assistance to the Special Education Department of Temple ISD onsite for one day, in Temple, Texas on April 28, 1989.

C. Ensure that the following technical assistance objectives are met:

1. To determine the type of school-based program most conducive to vocational placement for students in either community-based competitive employment or transitional work settings.

2. To plan and outline age-appropriate curricula which can be transported from one disability group to another within the Special Education Department of Temple ISD.

3. To identify basic steps and strategies in conducting training and "fading" appropriate for students enrolled in Special Education classes within Temple ISD.

4. To develop an outline for training manuals for the Special Education Department of Temple ISD.

D. Provide written information addressing each one of the above objectives to the staff at the Special Education Department of Temple ISD. A copy of this document should be forwarded to the RRX by April 30, 1989.

E. Provide the RRX with information detailing the onsite technical assistance including: the individuals involved in each segment of technical assistance activities, the time spent onsite with staff, and outcomes perceived to have been accomplished through the technical assistance activity.

F. Develop a schedule for written or verbal follow-up with the Special Education Department of Temple ISD staff to discuss problems and successes of program implementation. Share a copy of this schedule with Ms. Roselyn Hill by April 30, 1989.

VII. FUNDING:

The consultant, Ms. E. Eileen Humphrey, will be reimbursed for travel expenses from Klein, Texas to Temple, Texas in accordance with established SEDL Travel Reimbursement Guidelines (see attached). She will also receive a consultant fee in an amount not to exceed that specified in the SEDL/Request for Consultative Services and letter to the consultant dated April 17, 1989, for the period of April 28, 1989 to May 6, 1989. While performing the services hereunder, the SEDL/RRX and Project Passage/Klein ISD shall each be independent contractors and not officers, agents, or employees of each other. In regular employment, the institution which makes a personnel appointment shall be responsible for the supervision of the employee.

VIII. EFFECTIVE DATE AND TERMINATION:

This Agreement will become effective on April 28, 1989 and continue in force until May 6, 1989. The SEDL/RRX, Project Passage, and the Special Education Department of the Temple ISD each reserve the right to terminate its commitments hereunder by either party upon thirty (30) days prior written notice of such termination.

E. Eileen Humphrey

Ms. E. Eileen Humphrey
Director
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Klein Independent School District

Nola Hamlin

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Project Director
Regional Rehabilitation Exchange

Preston C. Kronkosky

Preston C. Kronkosky, Ph.D.
Executive Director
Southwest Educational Development Laboratory

MEMORANDUM OF AGREEMENT
BETWEEN THE
OKLAHOMA DEPARTMENT OF MENTAL HEALTH
OKLAHOMA DIVISION OF VOCATIONAL REHABILITATION
REHABILITATION SERVICES ADMINISTRATION (RSA) REGION VI
AND THE
SOUTHWEST EDUCATIONAL DEVELOPMENT LABORATORY
EXEMPLARY PROGRAM/PRACTICE ADOPTION/
ADAPTATION TECHNICAL ASSISTANCE

I. PERIOD OF PERFORMANCE

The period of performance of this Agreement shall be from December 1, 1988 through August 31, 1989.

II. BACKGROUND

A. The Oklahoma Department of Mental Health was established by order of the Governor of the State of Oklahoma. This agency plans and sets goals for the provision of services to the mentally ill within the state. The Department operates three state hospitals and 21 community-based centers. Thirteen of the community-based centers are private non-profit contractors with the state agency.

B. The Oklahoma Division of Vocational Rehabilitation operates as a part of the Oklahoma Department of Human Services. The agency has responsibility for the provision of vocational rehabilitation services to clients deemed eligible for vocational rehabilitation. During the past year the agency provided services to approximately 9,000 mentally ill clients within the state.

C. The Rehabilitation Services Administration (RSA) Region VI Office is located in Dallas, Texas. The office serves to monitor and provide technical assistance to recipients of RSA formula and discretionary funds in the states of Arkansas, Louisiana, New Mexico, Oklahoma, and Texas. Staff of the RSA Region VI office are involved in promoting the development of new federal priorities within rehabilitation programs in the region.

D. The Regional Rehabilitation Exchange (RRX) is a National Institute on Disability and Rehabilitation Research project which promotes the adoption/adaptation of exemplary rehabilitation programs and practices through the provision of technical assistance. The RRX has identified several core areas including job placement/job development, short-term transitional programs and transitional programs with ongoing services in the vocational rehabilitation process.

E. The Southwest Educational Development Laboratory is a private non-profit organization. The RRX is federally funded through a cooperative agreement between Southwest Educational

Development Laboratory and the National Institute on Disability and Rehabilitation Research in Washington, D.C.

III. PURPOSE

The purpose of this agreement is to provide for the cooperation of the Oklahoma Department of Mental Health, the Oklahoma Division of Vocational Rehabilitation, and the RRX in the planning and implementation of a comprehensive and continuous system of rehabilitation services for the mentally ill within the State of Oklahoma. This system of services will be developed through the establishment of demonstration programs within current mental health funded programs. These demonstrate the collaborative delivery of vocational rehabilitation to Departmental clients.

IV. THE REGIONAL REHABILITATION EXCHANGE SHALL:

A. Assist the Oklahoma Department of Mental Health and the Oklahoma Division of Vocational Rehabilitation in information-gathering activities relevant to the provision of rehabilitation services to the mentally ill.

B. Collaborate, as appropriate, in discussing and/or rendering technical assistance to the Oklahoma Department of Mental Health projects identified as demonstration sites for the provision of model rehabilitation services to the mentally ill clients of the Department. Separate Memoranda of Agreements will be developed by RRX staff for each demonstration site as appropriate and identified by Departmental staff.

C. Technical assistance activities will be initiated with Departmentally-identified programs only upon written request of he Commissioner of Mental Health Services of the State of Oklahoma. Provision of technical assistance on the part of the RRX will be dependent upon availability of funds, technical expertise, and other resources necessary for the rendering of technical assistance to the Department's identified demonstration sites.

D. Conduct an information/needs assessment survey of Vocational Rehabilitation in the Mental Health Service Delivery System.

E. Develop a report detailing outcomes of the survey and forward to Dr. James West. These data may suggest the need for one or more separate agreements.

V. THE OKLAHOMA DEPARTMENT OF MENTAL HEALTH SHALL:

A. Utilize appropriate exemplary program components/practices from materials and consultation with RRX staff and exemplary program staff.

B. Determine a series of program alternatives and sites that will allow for the development of a regional example of comprehensive and continuous services for vocational rehabilitation service delivery to the state's mentally ill population.

C. Provide cost and program related data to the RRX concerning the implementation of RRX-identified models within the Department's demonstration programs as described in this Agreement.

D. Disseminate information concerning RRX technical assistance resources and capabilities to Departmental programs as appropriate.

E. Provide feedback to the RRX concerning the technical assistance resources and activities utilized with the Department's demonstration programs.

F. Provide names, addresses, and phone numbers of current Vocational Coordinators and Job Placement/Job Development professionals within the mental health/vocational rehabilitation project no later than December 31, 1988.

G. Provide names, addresses, and phone numbers of current and future Vocational Coordinators and Job Placement/Job Development professionals within the mental health/vocational rehabilitation project no later than July 1, 1989.

VI. THE OKLAHOMA DIVISION OF VOCATIONAL REHABILITATION SHALL:

A. Collaborate in the planning and implementation of demonstration program within the Oklahoma Department of Mental Health in order to demonstrate the manner in which agency collaboration can be enacted to achieve comprehensive and continuous rehabilitation services for mentally ill clients within the State of Oklahoma.

B. Identify agency counselors that will be responsible as key staff to represent Vocational Rehabilitation for each demonstration program identified by the Oklahoma Department of Mental Health.

C. Provide vocational rehabilitation services to eligible clients identified by staff at demonstration programs as identified in this Agreement.

D. Provide feedback on closures for clients referred by or receiving services at demonstration sites identified in this Agreement.

VII. THE RSA REGION VI OFFICE SHALL:

A. Collaborate with the agencies designated in this Agreement in the planning and implementation of demonstration programs within the Oklahoma Department of Mental Health in order to facilitate the demonstration of effective models for interagency coordination to achieve comprehensive and continuous services for mentally ill clients within the state of Oklahoma.

B. Provide consultation and technical assistance concerning RSA, OSERS, and U.S. Department of Education goals and priorities.

C. Provide consultation and technical assistance on RSA sources of discretionary grant funds as appropriate.

D. Disseminate information obtained from other RSA regional offices concerning cooperative programs or projects for the mentally ill as appropriate.

E. Provide information about the Oklahoma Cooperative Program to RSA Central (Washington, D.C.) and RSA Regional Offices as appropriate.

VIII. FUNDING:

Pursuant to this Agreement, specific instances of technical assistance may be brokered by the RRX through the development of individual Memoranda of Agreements per demonstration site identified and requested by the Oklahoma Department of Mental Health. Funds to be utilized for technical assistance activities will be specified in each of these separate Agreements. No RRX, Oklahoma Department of Mental Health, or Oklahoma Division of Vocational Rehabilitation funds are to be paid as a result of this Agreement.

IX. EFFECTIVE DATE AND TERMINATION:

This Agreement will become effective on December 1, 1988 and continue until August 31, 1989.

Frank James, M.D.
Commissioner
Oklahoma Department of Mental Health

Jerry Dunlap
Director
Oklahoma Division of Vocational Rehabilitation

Robert L. Davis
Commissioner
Rehabilitation Services Administration Region VI

John D. Westbrook, Ph.D.
Project Director
Regional Rehabilitation Exchange

Preston C. Kronkosky, Ph.D.
Executive Director
Southwest Educational Development Laboratory

MEMORANDUM OF AGREEMENT BETWEEN THE NEW MEXICO DIVISION OF VOCATIONAL REHABILITATION AND THE SEDL/REGIONAL REHABILITATION EXCHANGE CONCERNING EXEMPLARY PROGRAM/PRACTICE ADOPTION/ ADAPTATION TECHNICAL ASSISTANCE

I. BACKGROUND:

A. The New Mexico Division of Vocational Rehabilitation is a part of the State of New Mexico Department of Education. The Division of Vocational Rehabilitation (DVR) serves the State of New Mexico through the delivery of vocational rehabilitation services to eligible disabled individuals residing in the state. The Division of Vocational Rehabilitation submitted a planning proposal to the Rehabilitation Services Administration in Washington, D.C. to expand state services in the area of Supported Employment. The Division was successful in obtaining this funding and subsequently began to plan for the implementation of Supported Employment programs/services within the State of New Mexico.

B. The Regional Rehabilitation Exchange (RRX) is a National Institute on Disability and Rehabilitation Research (NIDRR) funded project which promotes the adoption/adaptation of exemplary rehabilitation programs and practices through the brokering of technical assistance. The RRX facilitate the implementation of exemplary models by bringing together exemplary program representatives with program developers interested in adopting/adapting specific RRX-identified exemplary models. The RRX has identified exemplary models in the areas of Transitional Programs With Ongoing Support (Supported Employment), Job Placement/Job Development, Short-Term Transitional Programs and others.

C. The Southwest Educational Development Laboratory (SEDL) is a private non-profit organization. The RRX is federally funded through a cooperative agreement between the SEDL and the National Institute on Disability and Rehabilitation Research in Washington, D.C.

II. PURPOSE:

The purpose of this Agreement is to provide for the cooperation of the New Mexico Division of Vocational Rehabilitation, and the RRX in the planning and implementation of Supported Employment programs/services to obtain/maintain employment within the State of New Mexico.

III. THE REGIONAL REHABILITATION EXCHANGE SHALL:

A. Assist the New Mexico Division of Vocational Rehabilitation in appropriate information-gathering needs associated with the planning and implementation of statewide Supported Employment services/programs.

B. Identify the New Mexico DVR Deputy Director of Program Support Services, Mr. Terry Brigance, as the key liaison for the State of New Mexico in initiating all technical assistance requests involving the development/improvement of Supported Employment programs/services within the state.

C. Provide technical assistance through the brokering of consultant services from RRX-identified exemplary models to new projects initiated through OSERS grant funds administered by the New Mexico Division of Vocational Rehabilitation through the development of separate Memoranda of Agreement per site.

D. Provide technical assistance as appropriate and possible to other organizations within the State of New Mexico that are perceived by RRX staff and technical assistance in the area of Supported Employment.

IV. THE NEW MEXICO DIVISION OF VOCATIONAL REHABILITATION SHALL:

A. Designate Mr. Terry Brigance, New Mexico DVR Deputy Director of Program Support Services, as the key liaison responsible for forwarding written technical assistance applications in the area of Supported Employment programs/services to the RRX for possible action.

B. Assist the RRX in tailoring specific technical assistance activities to meet the needs of organizations requesting assistance in the area of Supported Employment in the State of New Mexico.

C. Assist the RRX in the collection of program outcome data from specific sites provided technical assistance by the RRX in order to validate the adoption/adaptation of specific RRX-identified exemplary program models in the area of Supported Employment.

D. Disseminate RRX materials and information in the area of Supported Employment as appropriate to state service providers.

V. FUNDING:

Pursuant to this Agreement, specific instances of technical assistance may be brokered through the development of individual Memoranda of Agreement per project site. Funds to be utilized for technical assistance will be specified in each of these subsequent documents. No RRX nor New Mexico Division of Vocational Rehabilitation funds are encumbered or are to be paid as a result of this Agreement.

VI. EFFECTIVE DATE AND TERMINATION DATE:

This Agreement is effective December 1, 1988 and will terminate on August 31, 1989.

Ross E. Sweat
Director
New Mexico Division of Vocational Rehabilitation

Alan D. Morgan
State Superintendent of Public Instruction
Department of Education

Terry Brigance
Deputy Director of Program Support Services
New Mexico Division of Vocational Rehabilitation

John D. Westbrook, Ph.D.
Project Director
SEDL/Regional Rehabilitation Exchange

Preston C. Kronkosky, Ph.D.
Executive Director
Southwest Educational Development Laboratory

MEMORANDUM OF AGREEMENT BETWEEN THE EASTARK ENTERPRISES, NEWHOPE SPECIALIZED INDUSTRIES, INC. AND THE SEDL/REGIONAL REHABILITATION EXCHANGE CONCERNING EXEMPLARY PROGRAM/ PRACTICE ADOPTION/ADAPTATION TECHNICAL ASSISTANCE

MEMORANDUM OF AGREEMENT

Ms. Janie Spence
Director of Client Services
EastArk Enterprises
208 N. 4th Street
West Memphis, Arkansas 72301

Ms. Zena Falcinelli
Executive Director
Newhope Specialized Industries, Inc.
1223 Linden Street
Searcy, Arkansas 72143

John D. Westbrook, Ph.D.
Preston C. Kronkosky, Ph.D.
Southwest Educational Development Laboratory
211 East 7th Street
Austin, Texas 78701-3281

I. PERIOD OF PERFORMANCE:

The period of performance of this AGREEMENT shall be from January 31, 1989 through August 31, 1989.

II. BACKGROUND:

A. Newhope Specialized Industries, Inc. is a private, non-profit service provider located in Searcy, Arkansas. Newhope Specialized Industries, Inc. is attempting to implement a new method for developing and maintaining individual plans for clients involved in program activities. The organization has purchased software for this purpose from EastArk Enterprises, Inc.

B. EastArk Enterprises is a division of Sheltered Workshop of Crittenden Co., Inc. which is a private, non-profit, non-residential rehabilitation center located in West Memphis, Arkansas. EastArk Enterprises is responsible for the development and maintenance of computerized individual program plans for workshop clients. The computer software used for this purpose was identified by the RRX Advisory Board in November 1984 as constituting an exemplary program model in the area of High Technology Applications in the Vocational Rehabilitation Process.

C. The Regional Rehabilitation Exchange (RRX) is a National Institute on Disability and Rehabilitation Research-funded project which promotes the adoption/adaptation of exemplary rehabilitation programs and practices through the provision of technical assistance. Newhope Specialized Industries, Inc. has requested technical assistance from the RRX to identify and implement an organizational approach within their organization which focuses on client development. This organizational approach will be facilitated through the use of computer software available from EastArk Enterprises. Program representatives have indicated that EastArk Enterprises is the technical assistance resource appropriate for use in meeting the organization's identified needs. The staff of the RRX agree as to the appropriateness of this exemplary program model for use as a technical assistance resource.

D. The Southwest Educational Development Laboratory (SEDL) is a private non-profit organization. The RRX is federally funded through a cooperative agreement between the SEDL and the National Institute on Disability and Rehabilitation Research in Washington, D.C.

III. PURPOSE:

The purpose of this agreement is to provide technical assistance from staff at EastArk Enterprises to staff at the Newhope Specialized Industries, Inc.

IV. THE REGIONAL REHABILITATION EXCHANGE (RRX) SHALL:

A. Provide funds for travel expenses and consultant fees associated with the provision of technical assistance from EastArk Enterprises to the Newhope Specialized Industries, Inc. All RRX funds encumbered or paid as a result of this agreement shall be in accordance with established SEDL Travel Reimbursement Guidelines, and in an amount not to exceed that specified in the SEDL/Request for Consultative Services, and letter to the consultant dated January 19, 1989.

B. Designate Mr. Jack Lumbley of the SEDL/RRX to coordinate the exchange of technical assistance from EastArk Enterprises to Newhope Specialized Industries, Inc.

C. Designate Ms. Janie Spence of EastArk Enterprises as the exemplary program consultant who will plan and provide technical assistance pursuant to this agreement.

V. THE NEWHOPE SPECIALIZED INDUSTRIES, INC. SHALL:

A. Utilize technical assistance program components/practices from materials and consultation with RRX staff and exemplary program staff.

B. Determine the appropriate staff to participate in the January 31, 1989 technical assistance activity and ensure that their work schedules allow for their undivided attention during the technical assistance activity.

C. Provide cost and program related data to the RRX concerning the implementation of the RRX-identified model program as described in this Agreement.

D. Disseminate information concerning RRX technical assistance resources and capabilities as appropriate.

E. Provide feedback to the RRX concerning the technical assistance resources and activities utilized. Provide for the consultant's meals during the onsite visit in accordance with established SEDL Travel Reimbursement Guidelines, and in an amount not to exceed that specified in the SEDL/Request for Consultative Services, and letter to the consultant dated January 19, 1989.

VI. EASTARK ENTERPRISES SHALL:

A. Collaborate in the planning and implementation of technical assistance activities for the Newhope Specialized Industries, Inc. to be held in Searcy, Arkansas on January 31, 1989.

B. Identify Ms. Janie Spence of EastArk Enterprises as responsible for the planning and provision of technical assistance to the Newhope Specialized Industries, Inc. onsite in Searcy, Arkansas on January 31, 1989.

C. Ensure that the following activities are undertaken in order to address the set of technical assistance objectives as defined by Newhope Specialized Industries staff:

1. Provide Newhope Specialized Industries with the outline of a catalog of goals and objectives to be completed with regard to the programs and activities carried out within its facility.

2. Review this completed "catalog" and input 125 of the 146 goals contained within it.

3. Provide Newhope Specialized Industries with an Assessment Worksheet that will permit the completion of these assessments prior to the technical assistance activity.

4. Input 28 of the 38 completed client assessments.

5. Conduct a step-by-step instructional program of technical assistance for Newhope Specialized Industries. Technical assistance activities shall be conducted in the same sequence as client involvement within the facility. Technical assistance shall take place in a "hands-on" atmosphere, allowing staff the opportunity to input the remainder of their own completed information.

6. Review all parts of the completed documents with regard to funding agency requirements and the appropriateness of information contained in the plan.

7. Instruct staff in a "mock" situation, documenting progress, plan revisions/modifications, and updating Individual Program Plans.

8. Review completed technical assistance activity prior to its conclusion to assure a complete understanding of not only operation of the software, but its relationship to rehabilitation processes, i.e., how to monitor/record client progress and update and modify plans when necessary.

9. Input the individual client assessments and generate program plans for the entire enrollment of Newhope Specialized Industries by the end of the one-day technical assistance activity.

D. Provide written information addressing each one of the above activities to the staff at the Newhope Specialized Industries, Inc. A copy of this document should be forwarded beforehand to the RRX by January 18, 1989.

E. Provide the RRX with information detailing the onsite technical assistance including: the individuals involved in each segment of technical assistance activities, the time spent onsite with staff, and outcomes perceived to have been accomplished through the technical assistance activity.

F. Develop a schedule for written or verbal follow-up with the Newhope Specialized Industries, Inc. staff to discuss problems and successes of program implementation. Share a copy of this schedule with Mr. Jack Lumbley by February 7, 1989.

VII. FUNDING:

The consultant, Ms. Janie Spence, will be reimbursed for travel expenses from West Memphis, Arkansas to Searcy, Arkansas in accordance with established SEDL Travel Reimbursement Guidelines (attached). She will also receive a consultant fee in an amount not to exceed that specified in the SEDL/Request for Consultative Services and letter to the consultant dated January 19, 1989, for the period of January 31, 1989 through August 31, 1989.

VIII. EFFECTIVE DATE AND TERMINATION:

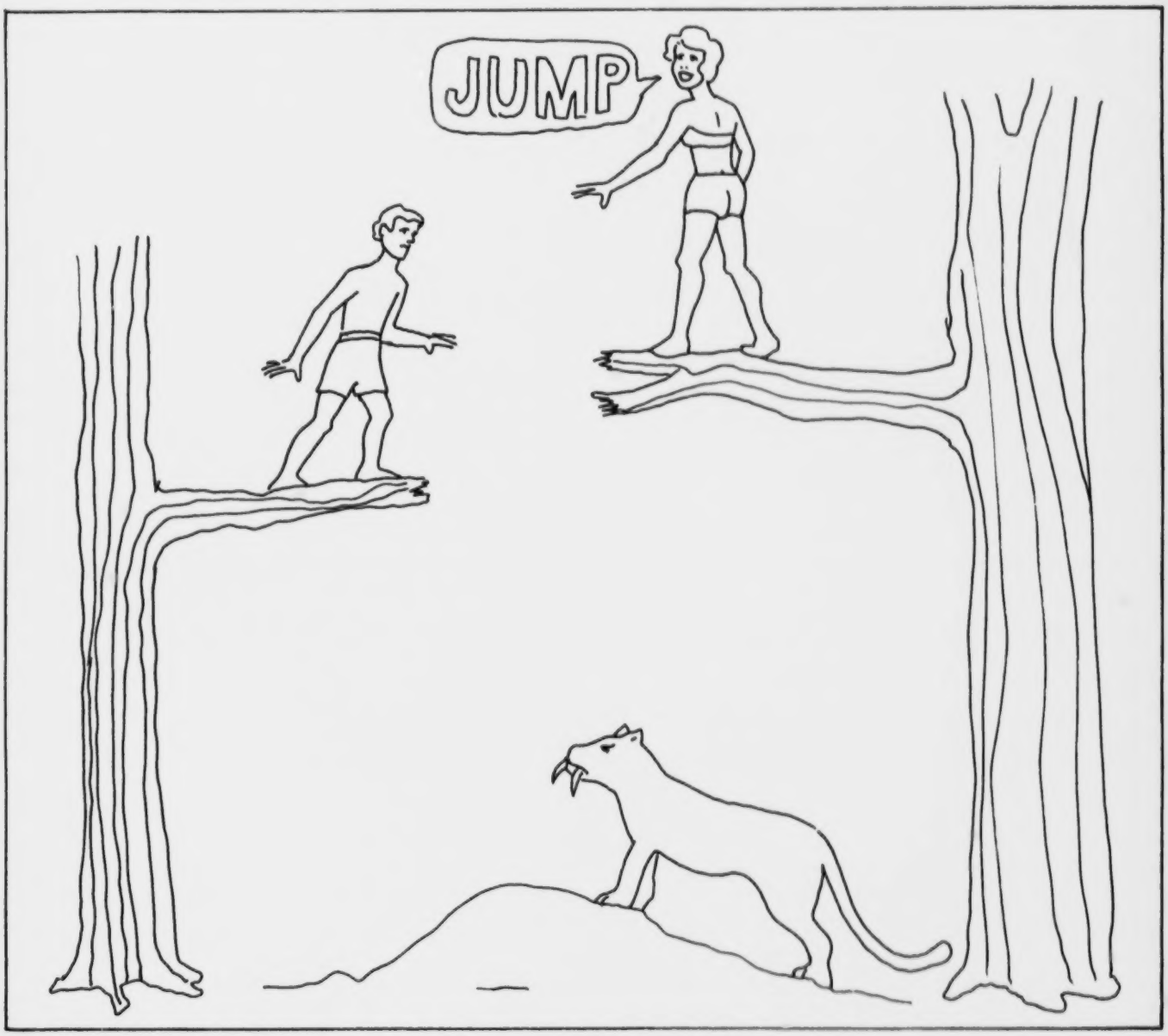
This Agreement will become effective on January 31, 1989 and continue in force through August 31, 1989. The parties identified in this agreement each reserve the right to terminate its commitments herein by either party upon written notice (Certified Mail, Return Receipt Requested) to the RRX of such termination, made at least 30 days prior to such termination date.

Janie Spence
Director of Client Services
EastArk Enterprises

Zena Falcinelli
Executive Director
Newhope Specialized Industries, Inc.

John D. Westbrook, Ph.D.
Project Director
Regional Rehabilitation Exchange

Preston C. Kronkosky, Ph.D.
Executive Director
Southwest Educational Development Laboratory



Sometimes risk taking is worth the possible reward.

Chapter VI

THE FUTURE IS HERE

Past is a prologue.
The Future is today.
Change is constant.

TA is a part of the process and need not be part of the crisis.

Technical Assistance as a Bridge

Education, science, and technology are facilitating solutions to problems that have been common to people with disabilities throughout history. They have attacked problems such as social acceptance and integration, accessibility, employability, communication, and mobility. Supported employment and supported living, changing work force needs (Hudson Institute, 1988), computerized communication systems, and legislation for the removal of barriers, The Fair Housing Act of 1988 (and the anticipated Americans with Disabilities Act) are creating new opportunities for improved lifestyles and increased personal satisfaction. Passage of these Acts have far reaching implications for businesses, they will need to know what they are legally required to do. Rehabilitation personnel will be called upon by the business community to provide increased technical assistance (TA) and advice.

At the same time, new needs and issues are emerging. Consumers are calling for elimination of waiting lists for services and the abandonment of policies governing which adults receives services. All persons with disabilities deserve to receive the services they need for full participation in society, just as all persons are entitled to equal opportunities and appropriate educations. Yet, despite technological breakthroughs, costs and competing needs seem to dictate doctrines of unfairness. However, sometimes within weeks and months of labeling a social "cure" cost-prohibitive, ways are found to decrease costs and increase availability.

Improvements in trauma care, life support systems, drug therapies, surgical procedures, and technology has increased the numbers of persons with significant disability. It is anticipated that improvements in all of these areas will continue the increase in numbers of persons needing rehabilitation services.

One of the avenues which thus far has facilitated rapid acceptance of improved goods and services is "technical assistance." In the

future, as change continues and escalates, even greater assistance will be needed to assist communities in adapting to new procedures, products, and priorities.

The movement to community integration is accelerating. Consequently, businesses and rehabilitation providers will need information on: efficiency and effectiveness of various services; ways to expand, reduce or transfer responsibility for specific services; procedures for marketing and assuring consumer satisfaction; and how to handle management and administrative issues. How to engage in sound financial and strategic planning is another rapidly emerging need as many services are transferred into community settings. Additionally, administrative issues related to personnel selection, supervision, retention, and advancement differ for the traditional, one-shop at one-location agency in comparison to the more recent service delivery approach involving multiple community sites. This new approach necessitates decentralized administration and workers who are required to operate more autonomously. Concomitantly, policy making, staff morale, employee assistance programs, and management information systems (individual computerized tracking) represent areas of evolving concerns. As programs and systems adapt to new preferred methodologies, others are being discovered and, in turn, recommended. The cycle of change is rapid today, predictions are that change will be the constant of the future.

Agencies will continue to find they are too slow to change, and somewhat paradoxically, they may implement changes without adequate time for studying the issues and gaining the needed understanding. Fragmentation of efforts, administrative vision and leadership (or the lack thereof), the high costs associated with technology and change, and difficulties in timing, pacing and coordinating change will all facilitate or impede the change process and the effectiveness of TA.

Recent Changes

Lest the reader believe that many of the concepts presented in this chapter are improbable and impossible, reflect for one moment on some of the rapid developments during the past twenty years. Computers have decreased in size, increased in capacity, and become almost as prevalent as the "TV in every home." Modern medicine has led to the rehabilitation of some comatose patients. Persons with developmental disabilities have evacuated institutions and are now living, often independently with minimal assistance, in the community. Twenty years ago many of these developments appeared just as incredible as the predicted technologies of tomorrow.

Visions

Imagine the year 2,024 and a preponderance of electronic communication. Wrist phones, multiple video screens, and 3-D electronic displays. In that year transportation problems and traffic jams will no longer serve as excuses for delays and travel by plane will be diminished as video meetings become the norm. Fiber optics and

miniaturization, super-conductives and microchips, point the way to a high tech future with reduced person to person interaction.

Imagine yourself as a rehabilitation professional. Mobility can be simulated electronically. But what of other rehab needs? Limb flexibility, posture, communication, and intellectual skills? It could be that organ, tissue, and brain implants will solve a majority of the problems. The biomedical field, with genetic engineering and the development of new medicines and technologies, could eliminate a need for the use of professionals to train and educate persons with disabilities.

Imagine a job coach visits a site via a computerized three dimensional display. From his/her office the job coach provides prompts and gives feedback through a wired headset with a camera on location. The supported employee tunes into the job coach through a miniaturized TV screen that fits on a wristwatch or a small screen above their work station. Despite the similarities to George Orwell's 1984 and shades of big brother, such a scenario is feasible. To avoid the issue of constant surveillance, the camera could be programmed to allow access at only specific times, and the job coach, supported employee, and employer could agree ahead of time on the scheduling of the "visits."

Changes That are Occurring

The world is shrinking. Communication and transportation technology have eliminated distances, critical barriers to interaction. More and more companies are becoming globalized and it is becoming more difficult to differentiate an American from a Japanese company (Rosen, 1989). With these changes, not only can we travel faster and receive information more quickly from distant places, but we also will be affected more personally by distant problems. For example the AID's virus moved from remote African villages to Europe and then North America within a year. The third world is at our doorstep and isolation is impossible. Obviously it no longer will make sense to think in terms of nations or states, but rather global and universal considerations are needed. We are becoming a true global village.

Aging

Janicki and Wisnewski (1985) have addressed the aging of Americans with disabilities. Others (Hudson Institute, 1989) have addressed the aging of the general American population. Rehabilitation staff are aging, known experts are aging, and new trainees are not entering the rehabilitation field at a fast enough rate to keep pace with service needs. New rehabilitation needs also are emerging as persons with disabilities, some with disabilities which previously shortened their life-span, now are surviving into old age.

Also to be considered are the possibilities for persons continuing to live longer lives. For example, Russian scientists are experimenting with Timalin, drawn from the thymus gland of calves. This extract

increases longevity in animals by one-third (Immunity Boost, 1989). In addition to possibilities for greater geriatric needs, research is also unlocking possibilities for enhanced lifestyles at older ages. One example is the work of Marian Diamond, an anatomy professor at the University of California. Dr. Diamond conducted research with older rats and found that older rats, like younger rats, were healthier, had increased brain size, and lived longer, when they were exposed to more stimulating environments. Rehabilitation specialists may find that, contrary to most current observations, longer life and aging populations may provide a flourishing cultural renaissance. Their roles may be to assist with self-actualization rather than with rehabilitating persons with increased dependency.

Currently there are is serious consideration that normal retirement age will be seventy rather than sixty five. Businesses are finding that they must hire older workers for several reasons besides the loss of teenaged workers. Some older workers are strongly asserting their right to work as long as they can perform the job requirements.

Vocational Rehabilitation agencies are facing serious problems with large numbers of long term staff reaching normal retirement age. There currently is a shortage of trained counselors to replace these individuals. In addition there has been a dramatic decrease in the number of persons obtaining doctorates in rehabilitation to replace the professors in rehabilitation counseling training programs as teaching staff retire.

Labor Force Needs

Moses (1988), described a study by Rehabilitation International, looking at labor force trends in six countries and addressing new technology, including: final product technology, process technology required for the development of the product, access technology to equalize opportunity for use, and indirect technology which facilities employment but is not directly available at the work site. Moses found that: (a) the rate of unemployment for persons with disabilities is two to ten times higher than for workers without disabilities; (b) increasing levels of productivity per worker in industrialized nations with a presumed inability of the economy to absorb the resultant goods and services; and (c) isolated instances of displacement of workers by technology, combined with shifts of persons entering the labor force (Hudson Institute, 1988), resulting overall in neutral effects of technology on the size of the labor force.

In regard to the effects of technology, the report cited three primary effects: (a) replacement of physical with cognitive skills, (b) increased flexibility in the workplace, and (c) the development of new technical aids. Information management and computer design with the use of computer prototypes is accelerating change and the implementation and dissemination of new products and services. The workplace also is changing with the need for continual education, retraining, and greater job mobility. It is estimated that in the United States 15% of the workers will be on flex-time and 28% on flex-place by 1990 (Bahls,

1989). It is anticipated that people with disabilities will have greater potential for "remote work" jobs, thanks to "electronic cottages" (Toffler, 1980). Difficulties in getting to work, adapting to the workplace, and fatigue will not be issues for people who choose to work at home. The report also indicates that remote work doesn't necessarily mean isolation; groups of people could work at neighborhood work centers and satellite work centers.

However, isolation also is beginning to occur and already is a reality for some electronic cottages. Rehabilitation professionals need to plan procedures to assist persons with disabilities who are taking advantage of this new "work at home alternative." Identifying support mechanisms, ways to reduce isolation, and ways to cope with its effects are all needed.

"Employment for All" legislation in countries such as Sweden and Japan also demonstrates possibilities for entrance of all persons with disabilities into the work force. There is considerable pressure for sheltered workshop employees to increase their productivity. ReEmploy, Great Britain's largest sheltered workshop estimates that it must increase productivity by 2% a year. Swedish Communal Industries, employing 27,000 persons, is also under pressure to move higher functioning persons into competitive employment and accept more severely handicapped persons. In Germany, 75,000 persons in sheltered workshops are being displaced by competition deriving either from automation or lower wages paid in other countries.

Quota systems for employment of persons with disabilities also are being implemented in some countries. In the Netherlands, the Labor Act for Handicapped Employees in 1986 included an objective to obtain a ratio of "an average of 5% of employees in each firm to be disabled." While employers are fighting any mandatory measures, the results of the past three years indicate that simply stating a desired goal doesn't work. The Dutch Council of the Disabled, is suggesting the need for imposition of a quota and fines levied on violators (Employment for Disabled People, 1988).

Rehabilitation professionals, in their planning for the future, will be remiss if consideration is not given to the impacts of internationalization and decentralization. If the rehabilitation profession follows the trends of other business, then providers also need to consider possible operation in several countries. Some organizations are currently recruiting technicians and occupational and physical therapists from overseas. Other organizations are providing technical assistance to developing and industrialized countries as they enter or refine their rehabilitation programs.

The impact of changes over the next few years and further into the future will be monumental, not only in terms of money management, but in terms of priority decision making as well. Competing needs will be staggering. Concerns are multiplied by the aging of bridges, buildings, and airplanes and the recommended shifts in spending patterns to engage in much needed renovations. Combined with the impact of an urgent realization of the scarcity of resources, priority determination

will become even more critical and more difficult. The current movement towards privatization and away from a "welfare" state mentality will be a priority and innovative/creative solutions to funding for rehabilitation and technical assistance will be required.

Technology

As innovations age and production increases, costs decrease and technological developments continue. Thus high tech is becoming more readily available and affordable. In the near future technology will allow total home appliance control. The controlling devices will be telephone controllers, attached to the phone like an answering machine, TV controllers built into TV of the future, infrared remote controls or computer controllers all of which increase accessibility for persons with disabilities (Hauss, 1989).

Additional computer capacity is demonstrated by a new portable computer which has the capacity to translate at least 35,000 sentences from English to Spanish. Cartridges for translating into French and Japanese also are available (Barrier, 1989). A similar device allows translation from voice to an electronic hand which finger spells. This device will dramatically increase the capacity for communication with individuals with severe hearing and or visual impairments.

Improvements in artificial intelligence are significantly impacting research protocols. For example, although artificial intelligence never proceeded very far in the 1970's, artificial intelligence is now used as a laboratory assistant, thus freeing researchers to work on more interesting parts of the experiments.

Data can be more easily analyzed through visualization and the use of computer graphics. Volume rendering, used in medicine, can take two-dimensional images of the body through a CAT scanner or nuclear magnetic resonance and condense them into a three-dimensional image stored in the computer. Later simulations can occur, with images manipulated to represent effects on patients. In the future, supercomputers might be connected directly to other machines, which could produce the film while the experiment is in process, thus further shortening experimentation time (The World in a Grain of Silicon, 1989).

Each of the above examples will require the utilization of technical assistance by rehabilitation agencies. No one individual or group of individuals can hope to have the current knowledge required on any of these topic. Further, most professionals can not hope to identify the rehabilitation implications and applications of these new technologies without significant help.

Advances for People With Disabilities

Products which could make a drastic difference for people with disabilities range from computerized automatic word processing and environmental control (Featured Product, 1989; Hauss, 1989) to artifi-

cial intelligence systems (Lawren, 1989). Speech production systems, which are used with computer displays, now cost from several hundred to thousands of dollars. The more expensive models also include environmental controls for regulating temperature, sound, lighting, and electric appliances. Brian Williams, a doctoral candidate at MIT's artificial intelligence lab is developing a series of mathematical equations to approximate the human reasoning process. These "qualitative" algebraic equations will be combined with more traditional quantitative algebra, producing a hybrid math and increased flexibility as well as increased potential for developing computers that "can arrive at a wide variety of novel designs" (Lawren, 1989, p. 73).

A pocket braille system is now available. Manufactured by the American Printing House for the Blind, the pocket braille's output system is a synthetic voice. The system, which can store up to 200 pages of braille, has built-in ports for communication with braille printers, braille embossers, printers, and personal computers.

However, it must be recognized that technology both creates and destroys. As lives are saved, additional resources are needed to assist persons who often may be physically fragile and require expensive equipment, careful physiological monitoring, and round the clock supervision. While one community experiment in France uses telescreen monitoring of the elderly to alert police to emergencies, invasion of privacy, confidentiality of electronic records, and costs are issues which affect both accessibility and implementation.

Prosthetic Devices

Access to information on prosthetic devices is being enhanced in many ways. RECAL Information Services includes a bibliographic database of over 14,000 citations on scientific literature covering prosthetics, orthotics, and rehabilitation engineering. Located in Scotland, the system serves over 19 countries and includes a biweekly current awareness service and biannual compilations of abstracts (Information in Scotland, 1988).

Current advances in the area of prosthetic devices indicate that the future is here, or at least many futuristic devices already have been developed, even if they are not widely available. Dissemination and access at reasonable costs are primary factors which prevent the future being here now. For example, instead of using make-shift cups and utensils with bent handles, consider polycarbonate plastic cups with elegantly designed handles allowing an individual to grasp the object easily, or consider wheelchairs that glide forward effortlessly. Such products are designed to take optimal advantage of the person's abilities, are aesthetically pleasing, and have economy of design.

Some forms of computer robotics can easily become a part of a person's life now thanks to the development of simple devices to adapt common objects to computerized systems. Battery device adapters are available for about $6 and series adapters for two-switch operation of any battery-operated device or electrical appliances can be obtained for about $10 (Ablenet, 1989).

Biomedical

A recent article in Spinal Network (Biotech Boom, 1989) describes current research in developing drugs to reduce traumatic damage to the brain or spinal cord. For example, Merck, Sharp, & Dohme recently completed the worlds's largest corporate neuroscience lab at a cost of $35 million and Squibb has endowed Oxford University with a $32 million neuroscience center. Other companies are working with trophic factors, factors which are needed for the growth of certain neurons and with drugs designed to block the effects of agents that destroy signal transmissions. The development of gene therapies with clone receptors for neurotransmitters and reordering the body to produce molecules to restore functions also are being pursued. Venture capitalists are estimating that by 2007 the market for neuropharmaceuticals will be $15 billion.

Jon Wolff, a scientist at the Waisman Center's Biomedical Sciences Research Unit at the University of Wisconsin, along with his colleagues, was the first to show that genes can be efficiently transferred to normal liver cells in animals using retroviral vectors. This technique, according to Wolff, "opens up a way to treat disease in individuals who are born with defective genes important to the liver" (Gene Therapy, 1989, p. 1).

Applied Biosystems announced in May 1989 that it will market a computer designed to look for genes, this new computer will complete in ten minutes what a minicomputer takes ten days to complete (The World in a Grain of Silicon, 1989). The Yale Medical school recently grafted new cells from an elective first trimester abortion into the brain of a woman who had suffered from Parkinson's disease for 21 years. The grafted chromaffin cells function like tiny chemical factories, storing, and secreting hormonal products, including adrenaline into the bloodstream. First experimenting with rats, researchers Papas and Sagen evaluated the results of grafts in different regions of the nervous system and found dramatic reductions in pain. Because the chemical production of chromaffin cells, when taken from their natural environment, changes from producing adrenaline to producing the neurotransmitter norepinephrine and met-Enkephalin, a natural opiate, the result is an analgesia that affects both acute and chronic pain. This process has potential applications for both severe pain and depression (Stein, 1989).

Other new developments include: cardiovascular ultrasound imaging, radionuclear imaging using radioactive pharmaceuticals, and digital subtraction angiography using X-rays to trace radioisotopes that have been injected into blood vessels and using computers to view the results on television monitors (Radioactive Imaging, 1989). The magnoenchephalogram (MEG), a machine which measures the magnetic fields of the brain, helps doctors to locate sites where seizures occur. It is expected that the MEG will eliminate the need for major exploratory brain operations and the implanted depth electrodes now being used (Trends Reports, 1988).

Hospitals are beginning to store digital images on film, tape or optical disk. In the future, optical storage and artificial intelligence systems will provide even greater assistance with information storage, access, and decision making (Austin, 1988). Biofeedback may also be possible at home using home computers (Goudreau, Cheng, & O'Riain, 1988). Eyegaze computer systems and Kurzweil readers for enlarging print are further examples of technological adaptations which are improving the lives of persons with disabilities (Espinola, 1989).

By the year 2000, voice recognition will be the most common form of computer input (Austin, 1988) and patient charts will be 100% electronic (Kaner, 1989). Advantages of the electronic chart are primarily the time that physicians and nurses will save. Physicians will access and update information from various locations and nurses will reduce the amount of time spent performing clerical and administrative tasks. These technologies will all transfer to vocational rehabilitation.

In the next few years, biosensors, which use biological reaction to detect substances, may provide the means for industrial robots to smell and taste. Future biosensors may measure neurochemical reaction in the brain, leading to the possibility of "mind-reading" computers (Bad News, Good News, 1989). Computerized simulations may allow highly accurate simulations of the effects of various treatments on physiological responses.

Each of the above biomedical advances portent significant changes in rehabilitation. It also means, if the past portends the future significant costs will be associated with each advancement. At that point rehabilitation agencies will need to access non-biases technical assistance providers to help identify points to consider in purchasing decisions.

Societal Change

Societal changes are occurring to help meet the needs of persons with disabilities during this period of rapid growth. One piece of legislation that is expected to have far reaching effects is The Technology Related Assistance for Individuals with Disabilities Act, signed into law on August 29th, 1988 (PL 100-407) and designed to assist states for planning and provision of technology services to people with disabilities. Under PL 100-407, ten, three-year grants will be awarded in the first year, twenty in the second. With this legislation, states are authorized to engage in model delivery systems, needs assessment, public awareness programs, and interstate agreements. Also a part of PL 100-407 is the provision for a number of reports and feasibility studies on topics ranging from "impediments to technology" to "establishment of national information and referral networks and consideration of national equipment loan funds."

Under section 508 of the Rehabilitation Act amendments of 1986, federal agencies are required to make sure that electronic office equipment is accessible to disabled employees. It is anticipated that if computer manufacturers have to make their equipment accessible to

users with disabilities, as a condition for selling it to the federal government, they will design accessibility from the ground up, thus reducing the overall cost.

Service Delivery

An example of the advances in service delivery and technical assistance is found at the National Resource Center on Functional Electrical Stimulation at Case Western Reserve University in Cleveland. Functional electrical stimulation, the basis for computerized walking experiments as well as exercises and other treatments for persons with spinal cord injuries, includes exercises for upper and lower extremity; the treatment of scoliosis, spasticity, respiratory insufficiency; and bladder function restoration. The Center, funded by the National Institute on Disability and Rehabilitation Research, is designed to expedite the transfer of technology from the laboratory to the user.

Technical assistance needs range from accessing information to more in-depth advice on planning, implementation, and monitoring practices. In the future, computers may "flag" data which indicate technical assistance needs, as well as recommending alternatives for obtaining information and revising practices.

Technological advances have begun to replace more traditional service delivery mechanisms. The speed of electronic service delivery is changing our expectations of time (Rifkin, 1988) and already impacting the rate at which changes can occur. Technological advances should continue to expedite change, with growing expectations that problem identification and resolution can occur almost simultaneously.

Another example of improved technical assistance delivery is the Technical Aids and Assistance for Disabled (TAD) Center in Chicago. This Center provides hands on use of various systems, providing potential users with direct use. The Center also includes a computer bulletin for sharing consumer experiences, an equipment loan program, and networking with volunteers for equipment modification (Technology Resources, 1988).

Services to individuals who are blind is facilitated with 4-Sights, a telecommunication service to link together persons with visual impairments and professionals. The system facilitates electronic mail, publishes advances, and provides for easy access, on-line computer demonstration of the system.

Implications for the Rehabilitation Field

A primary outgrowth of the rapid changes and technological change occurring is that other people from distant corners of the earth with disabilities are becoming more visible and their needs are seen as more pressing. Such visibility will produce greater tension to use limited resources as effectively as possible. However, such visibility also will call greater attention to the issues specific to persons with

disabilities. For example, Edgerton (1989) reported that lead pollution in Mexico City and other places has reached levels where 80% of the fetuses show dangerously high levels of lead and it is anticipated that I.Q. scores will drop 5-10 points on the average for these children.

There are more than a half billion people with disabilities throughout the world. The shrinking world is drawing attention to issues such as the limited resources, the low priority given to persons with disabilities in most countries, the lack of participation of persons with disabilities in decision making, the absence of reliable statistics, and the lack of comprehensive social security systems in developing countries (UN Global Meeting, 1987).

Impact of Societal Changes in Rehabilitation

In addition to the technological advances there have been sweeping changes in the social and political landscape of disability. Examples of such changes are the de-institutionalization movement, the independent living movement, the emphasis on "mainstreaming" in educational environments, supported employment, and the overall thrust on integration of disabled citizens into the total fabric of society. Integrated service delivery in integrated environments supports the need to consider integrated technical assistance and to look not only to the rehabilitation community but beyond it as well for assistance. As rehabilitation changes, technical assistance needs, as well as the best ways to approach technical assistance will also change. People and systems need to adapt, to adapt quickly - not to proliferate dependence on cumbersome processes.

At the same time, the rehabilitation and special education fields have much to offer society in general. Many of the basic principles and practices from these fields could facilitate better service delivery to individuals who are aging, to employers in their quest for job analysis and task/equipment modifications for cost-efficiency, and to the community in its search for alternative labor forces.

Considerations

The collective enormity of the changes that are occurring, along with the complexity of handling day to day issues, is such that the issue of whether to address recommendations may be in some respects a moot point. Some would even argue that the future is predestined and that advice is meaningless. Nonetheless, our reading of circumstances is that some advance notice both of trends and possible responses may facilitate adaptation. A few recommendations follow.

Accessing Information

Organizations need to prepare for the continued shrinking of our world by becoming better informed about issues faced throughout the world. Publications containing articles written from a third-world perspective, such as the weekly newspaper the Third World News Service

(North-South News Service, 4 West Wheelock Street, Hanover, New Hampshire, 03755 USA), could enable rehabilitation specialists to prepare for tomorrow's third world living room experiences.

Another valuable reference is the UN Disability Database (DISTAT) which contains statistics on disability for 95 countries and areas from 1960 to 1986 (Director, Statistical Office, United Nations, New York, 10017 USA).

Along these same lines, however, differing in that the focus is on persons with disabilities, Rehabilitation International produces a journal that is published quarterly with each issue approximately 120 pages and a newsletters, the International Rehabilitation Review which is published three times a year. Both contain information on seminars, publications, issues, and progress for people with disabilities in countries around the world.

Influencing Markets

Another recommendation is to stimulate the manufacturing and distribution of adaptive devices through such avenues as tax credits and providing other incentives to businesses. Without such stimulation many potentially useful devices will not be produced.

Considerations for Rehabilitation Professionals

As rehabilitation professionals plan, they must consider the public, the consumers they will impact, and who will need rehabilitation services and technical assistance. It may be that the rehabilitation provider will become a major technical assistance provider in the future and that direct service functions will be reduced as service brokering increases and parents, employers, and the community at large become the target audiences for TA efforts.

Predicted labor shortages are not exclusive of the rehabilitation profession. Shortages of both administrators and direct care providers are here and are predicted to increase. Improved recruitment, selection and nurturance of staff are needed, and improved salaries certainly wouldn't hurt. Dollars invested in human resource development, according to Tom Peters (1988), will be well spent and will assist companies struggling to find competent employees.

So another question for the future is not only who will receive services, but who will deliver services. Natural supports will enhance service delivery options and the job coach of the future may be today's co-worker or shift supervisor. Some major corporations (McDonald's, Marriott) are already training their own job coaches as a way of increasing their supply of workers.

Recommendations Regarding Technical Assistance Per Se

The future can be an opportunity or an emergency. TA needs to involve dissemination about best practices and pilot projects. As Tom Peters (1988) says, early errors (and their recognition) should be

rewarded. Quick change demands experimentation and greater risks, these risks can be controlled by small pilot projects with limited initial impact. As in the past, pilot projects will be an effective means to stimulate innovation.

Values and ethics also will play a major role in shaping events and practices to come. Decision-making will be complicated by growing awareness of competing needs. However, it is dangerous to presume that ending suffering one place will occur at the expense of another. Visualizing holistic decision-making, with resultant multiple positive outcomes, could lead to "simultaneous spontaneous recovery."

Under conditions of rapid change, technological advancement, scarcity of resources, and continued improvements for persons with disabilities, rehabilitation providers need to:

- Avoid reinvent the wheel by being well informed.
- Be innovative and proactive.
- Use information management systems and measurement to enable them to change directions quickly.
- Seek and secure technical assistance when needed in a timely manner, realizing the advantages of staying ahead of the alligators.
- Explore alternative resources and approaches to technical assistance.
- Monitor results achieved when new programs are implemented.
- Not be afraid of risk but practice wise risk management.
- Realize that making changes, seeking assistance, and evaluating results are a part of a never ending process.

And finally, with so much change in so many areas, rehabilitation providers need not be embarrassed about asking for assistance. Providers on the cutting edge will not hesitate to go outside their own field to find the type of assistance that makes sense. The concerns of today and tomorrow are complex. TA should be viewed as a given. Organizational development needs to be ongoing and TA needs to be routinized. As we approach this complex future we should seek the necessary assistance and ease into the positive proactive changes which accompany success.

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